

ROYAL COMMISSION ON THE CIVIL SERVICE

**APPENDIX II**  
TO  
MINUTES OF EVIDENCE

**SECOND SELECTION OF  
SUPPLEMENTARY STATEMENTS  
FROM WITNESSES**

---

**SUBMISSIONS FROM THE  
MINISTRY OF TRANSPORT AND CIVIL AVIATION  
BRITISH EMPLOYERS' CONFEDERATION  
ENGINEERS' GUILD**



LONDON: HER MAJESTY'S STATIONERY OFFICE

1955

PRICE 3s 6d NET

# TABLE OF CONTENTS

## PART I

### SUPPLEMENTARY STATEMENTS

	<i>Page</i>
(1) Recruitment to the administrative and executive classes ( <i>Civil Service Commission</i> ) ... ..	3
(2) Work of clerical officers employed in the Post Office ( <i>Civil Service Clerical Association</i> ) ... ..	7
(3) Position of part time women cleaners under the civil service superannuation scheme ( <i>Civil Service Union</i> ) ... ..	8
(4) Effect of overtime payments on pay settlements ( <i>Staff Side of the Civil Service National Whitley Council</i> ) ... ..	9
(5) Comments on Treasury memoranda on principles of pay and outside pay comparisons ( <i>Association of First Division Civil Servants</i> )... ..	10
(6) Principles for determining civil service pay ( <i>Society of Civil Servants</i> ) ... ..	19
(7) Provincial differentiation ( <i>Union of Post Office Workers</i> ) ... ..	25
(8) Relationship between minimum and actual wage rates in industry ( <i>Post Office Engineering Union</i> ) ... ..	29
(9) Comparison between Post Office technical officers and the Treasury technical classes ( <i>Post Office Engineering Union</i> ) ... ..	34
(10) Collective bargaining in the Post Office ( <i>Post Office Engineering Union</i> )	39
(11) Wastage in the assistant (scientific) class ( <i>Institution of Professional Civil Servants</i> ) ... ..	41
(12) Duties of the works group ( <i>Institution of Professional Civil Servants</i> ) ... ..	42
(13) Pay, duties, and promotion prospects of Post Office supervisory grades ( <i>Association of Post Office Controlling Officers</i> ) ... ..	58
(14) Annual leave ( <i>Civil Service Legal Society</i> ) ... ..	65
(15) Superannuation ( <i>Civil Service Legal Society</i> ) ... ..	66
(16) Comments on memoranda submitted by the staff associations ( <i>Treasury</i> )	67
(17) Supervisory clerical work in the general service executive class ( <i>Treasury</i> )	70
(18) Departmental entertainment funds ( <i>Treasury</i> ) ... ..	71
(19) Subsidies to staff restaurants ( <i>Treasury</i> ) ... ..	72
(20) Use of official cars by permanent secretaries ( <i>Treasury</i> ) ... ..	73
(21) Sabbatical leave ( <i>Treasury</i> ) ... ..	74

## PART II

(22) Staggering of hours ( <i>Ministry of Transport and Civil Aviation</i> ) ... ..	77
(23) Comments on civil service pay and conditions of service ( <i>British Employers' Confederation</i> ) ... ..	78
(24) Relationship between the professional and administrative functions in Departments the work of which is mainly executive ( <i>Engineers' Guild</i> )	87

# PART I

## SUPPLEMENTARY STATEMENTS

(1)

### RECRUITMENT TO THE ADMINISTRATIVE AND EXECUTIVE CLASSES

#### Note by the Civil Service Commission

1. In Part I of their memorandum of evidence (printed in Minutes of Evidence 3-4 Days, pages 53-5) the Civil Service Commission gave details (in tabular form) of the recruitment to the administrative and executive classes by open competition pre-war and post-war. The following revise of these Tables and notes includes information for the years 1954 (administrative) and 1953-4 (executive), and adds supplementary Tables showing, for the administrative class competitions, the number of applicants in the period 1951-55 subdivided between Method I and Method II, and for the executive class competitions, an analysis of recruitment of school leavers, pre-war and post-war.

TABLE II (REVISE)  
ADMINISTRATIVE CLASS (OPEN COMPETITION)

(1) Year	(2) Number of vacancies	(3) Number of applicants	(4) Number declared successful	(5) Number of surplus acceptable candidates	(6) Number certificated for appointment
1936 ... ..	50	284	64	See Note	56
1937 ... ..	48	352	62	"	51
1938 ... ..	50	389	75	"	61
1951 ... ..	about 60	718	75	See Note	65
1952 ... ..	" 60	651	63	"	57
1953 ... ..	" 50	664	56	"	51
1954 ... ..	" 50	655	53	"	47
1955 ... ..	" 50	474	—	—	—

#### Notes

2. Before the war there was only one entry a year, by written examination with interview. Since the war there has been an additional entry each year by extended forms of interview; candidates may compete by both methods.

3. In the three pre-war years shown in the Table the number of candidates appointed was higher than the average for the 1930's as a whole. The annual average for 1930 to 1938 inclusive was 37. For the 1920's (excluding reconstruction recruitment after the First War) it was much less. But throughout this period the Commissioners also recruited at least 30-40 British candidates each year to the Indian, Burma and Ceylon Civil Services, partly through the same examination as the Home Civil Service.

4. Column (3). In 1936-38 about 85-90 per cent. of the applicants completed the competition. Since the war about 90 per cent. have completed the interview entry (Method II) which is over before the end of the academic year, and about 50-55 per cent. have completed Method I, which corresponds to the pre-war examination and is not over until August/September.

5. Column (5). For the administrative class the minimum acceptable standard cannot be tied to a fixed mark from year to year. It is affected by a variety of factors (standards of marking, changes in syllabus, etc.), and to fix it for any one year requires careful study of the performance of individual candidates.

In the pe-war years this study was not made, because there was a fairly ample surplus of clearly acceptable candidates. In the post-war years the surplus has been very small or even non-existent; as was the case in 1954.

6. The Commissioners consider that the quality of the successful candidates continues in general to be satisfactory. They are doubtful, however, whether the number of really outstanding candidates is quite sufficient for the future needs of the Service: another three or four such candidates a year would be welcome. "Outstanding" in this context does not necessarily refer to candidates who are outstanding in intellect or any other particular quality, but to candidates who seem to show already in their early twenties just the right combination of intellectual and personal qualities for administrative work in the Civil Service. "General purpose all-rounders" might be a better description. Various reasons might be suggested for this small but important shortage (if the Commissioners are right in their supposition that it exists) and for the reduction in the number of surplus acceptable candidates; but the Commissioners are not in possession of evidence such as to justify them in suggesting any definite conclusion or in pointing to one reason rather than another.

7. The total number of full-time university students in Great Britain was approximately 50,000 in 1936-37, and 85,000 in 1950-51. This very large increase in the size of the university population has not increased the number of acceptable candidates, although it is probably one of the main reasons for the increase in the number of applicants.

SUPPLEMENT TO TABLE II

(1) Year	(2) Numbers of applicants by Method I only	(3) Numbers of applicants by Method II only	(4) Numbers of applicants by both Method I and Method II in the same year
1951 ... ..	239	247	232
1952 ... ..	210	219	222
1953 ... ..	246	244	174
1954 ... ..	256	225	174
1955 ... ..	179	177	118

TABLE III (REVISE)

EXECUTIVE CLASS (OPEN COMPETITIONS)

(1) Year	(2) Number of vacancies	(3) Number of applicants	(4) Number declared successful	(5) Number of surplus acceptable candidates	(6) Number certificated for appointment
1936 ... ..	100	1,577	221	82	212
1937 ... ..	150	1,772	223	93	217
1938 ... ..	200	2,389	355	122	336
1950 ... ..	583	5,747	564	733	482
1951 ... ..	505	4,663	565	564	473
1952 ... ..	500	4,253	539	338	484
1953 ... ..	465	4,088	515	191	451
1954 ... ..	477	3,757	536	140	(not yet available)

#### Notes

8. In 1936-38 there was one competition a year for candidates aged 18-19. Only one attempt was allowed. The post-war figures include six competitions.

a year; one for graduates, one for Regular members of H.M. Forces, two for National Service men, and two for candidates aged 17½-19. The competitions for candidates aged 17½-19 may be attempted three times.

9. The outstanding features of this Table are as follows:—

- (a) Compared with other classes of the Service the number of surplus acceptable candidates for the executive class has been relatively high.
- (b) Compared with the pre-war figures for the executive class, the post-war number of applicants and of successful and acceptable candidates by all forms of entry has greatly increased (though there has been some decline in the course of the four post-war years shown).

10. The very large majority of successful and acceptable candidates in the executive open competitions come from the "young people's" competition, i.e., between 17½ and 19 years of age. (See paragraph 270 of the Introductory Factual Memorandum submitted by the Treasury.) Most of the following remarks apply mainly to the "young people's" competition.

11. The standard of "acceptability" is reasonably consistent between the pre-war and the post-war years, after allowance has been made for the introduction of an interview in the post-war competitions. The intellectual standard is approximately that of a candidate passing G.C.E. (advanced level) in at least three subjects. This standard has certainly not been pitched too low: indeed the very great majority of members of the executive class enter the Service at much lower academic levels. For 1952 the proportion of people entering the executive class at this academic level or above was approximately 17 per cent. The remainder entered the class by promotion, or by examination at a lower academic level, or by assimilation of lower Classes of the Service. (Paragraph 270 of Introductory Factual Memorandum.) In the executive class as a whole at the present time the proportion who entered at the "young people's" competition academic level is much less than 17 per cent. Treasury records suggest a percentage of about 10 of the executive class of the Service as a whole. It might therefore be argued from the actual level of the class that the acceptable standard for the "young people's" competition is pitched too high: in that case the number of surplus acceptable candidates would be much greater, but so would the pre-war surplus be greater. The direct comparison between "young people's" competitions is given in the following table.

SUPPLEMENTARY TABLE III  
EXECUTIVE CLASS OPEN COMPETITION FOR SCHOOL LEAVERS

(1) Year	(2) Number of vacancies	(3) Number of applicants	(4) Number declared successful	(5) Number of surplus acceptable candidates (see Note 14 below)	(6) Number certificated for appointment
1936 ... ..	100	1,577	221	289	212
1937 ... ..	150	1,772	223	329	217
1938 ... ..	200	2,389	355	447	336
1950 ... ..	400	3,056	423	570	369
1951 ... ..	350	2,764	415	362	356
1952 ... ..	350	2,772	397	252	354
1953 ... ..	339	2,297	367	117	342
1954 ... ..	335	2,095	348	(see Note 12 below)	(not yet available)

*Notes*

12. In 1954 the April competition showed a surplus of 30 acceptable candidates. The October competition will show some deficit; how big is not yet known.

13. As post-war candidates can compete more than once the 1951 competitions were analysed to see how many did so, in order to make the comparison with pre-war competitions more accurate. In that year a quarter of the October candidates had failed the previous April.

14. In paragraph 26, page 54, of the Minutes of Evidence 3-4 Days (reproduced as paragraph 11 above) the Commissioners said that the standard of acceptability was reasonably consistent between pre-war and post-war years, after allowing for the introduction of an interview in the post-war competitions. In the "young people's" competition it was not necessary to go down to the minimum standard in any of the years then under review. The standard of acceptability taken for the pre-war competitions (written examinations only) was 60 per cent. But in 1954 the Commissioners have had to declare candidates successful at the minimum acceptable standard (written examination and interview combined), and the written examination part of their combined mark is 55 per cent. If this standard is applied to the pre-war years the numbers of surplus acceptable candidates are larger, as shown in the supplementary Table III, column (5).

15. If the number of applicants is taken as a measure of the attractiveness of the executive class to those seeking employment, it is necessary to consider how many of the applicants are in fact seeking employment. In 1951 over 40 per cent. of the candidates were established clerical officers (who have other opportunities of promotion to the executive class); as the number of applicants fell the proportion of established clerical officers increased to nearly 50 per cent. in April, 1954. Outside applicants therefore account for only 50-60 per cent. of the figures given in column (3).

16. One reason for the relatively high number of acceptable candidates for the class as a whole is that more children are staying at school until they are 18 or 19. Thus many children who before the war might have entered the competition for the clerical class now enter for the executive class.

17. An immediate attraction to boys leaving school at this age is that arrangements are made, where necessary, to defer call-up under the National Service Acts to enable boys to compete before they go into the Armed Forces, and if they are successful posts are kept for them in the Civil Service until they are released from the Forces.

18. After making allowance, however, for the points made in the two preceding paragraphs, the conclusion must be that the attractions, including the financial attractions, held out by the executive class were, from the point of view of recruitment, at least adequate five years ago but have since grown steadily weaker to a point which must cause anxiety for the future.

19. Whether there are any special attractions, in comparison with other employment of a similar nature, is necessarily a matter of opinion. The Royal Commission may wish to consider the two following points in particular:--

- (i) How the career prospects held out by the executive class, especially the salary scales in the higher grades of the class, compare with the prospects offered by other employers to boys and girls straight from school without previous special training.
- (ii) After taking into account Saturday attendance, how the annual leave allowance of 36 days compares with that offered in outside employment of a similar nature.

## DUTIES OF CLERICAL OFFICERS IN THE POST OFFICE

### Note by the Civil Service Clerical Association

1. The Civil Service Clerical Association has noted with interest the evidence presented to the Royal Commission by the Union of Post Office Workers. It considers that the emphasis placed on the work of the postal and telegraph officer and the telephone operating grades might put the work of the general service grades—and in particular the clerical officer grade—somewhat out of focus unless the Commission is also furnished with a statement, which must necessarily be rather general in character, about the work of the clerical officers. The statement is as follows:—

2. The clerical officer in the Post Office, in common with clerical officers in all Government Departments, carries out a wide range of responsible and individual duties as well as clerical duties connected with large scale blocks of routine work. It is appreciated that the Commission has visited some Post Office establishments and their visits were mainly concerned with the work of the Post Office grades. It is possible, however, that they encountered some of the large blocks of routine clerical work, but because of limited time, may not have seen in detail some of the more individual and complex duties. These are many, and the C.S.C.A. can supply detailed descriptions of duty schedules if these are desired by the Commission. It might be sufficient, however, to illustrate the Association's point by the following brief outline of checking work which is common to clerical officers in the London postal region, accountant general's department, regional headquarters, and telephone managers' offices, and all staff duties which are common to all Post Office departments. This brief outline might be of assistance to certain members of the Commission in their forthcoming visits to north area, L.T.R. and the regional director's office, L.P.R.

3. *Checking work of Post Offices.* Clerical officers check payments made over the counters of Post Offices to ensure that all payments are properly covered by regulations. They check that postmasters' cash and stock totals are correct and any discrepancies found are dealt with by the clerical officer. Clerical officers work in teams with executive officers to audit head postmasters' and district postmasters' accounts and this, amongst other things, involves checking counter balances and stock of the postal and telegraph officers and examining postage meters and all accounting records.

4. *Staff work.* In all Post Office departments there is a wide range of processes affecting staff conditions and organisation. The major part of this work is carried out by clerical officers who cover such duties as assigning candidates from open and limited competitions to their posts, the preparation and submission of nomination evidence to the Civil Service Commission, the recruitment of minor engineering, cleaning and temporary clerical grades, planning training courses, deciding seniority questions, arranging exchanges and transfers and dealing with reinstatement and re-employment cases. The examination and preparatory work in connection with superannuation and gratuity cases is also clerical officer work. They deal with all cases of sick absence, annual and special leave applications. Responsible matters involving expenditure such as checking extra duty claims, working out increments for all grades, preparation and payment of wages and salaries and travelling and subsistence allowances, are also part of their duties.

## GOVERNMENT NON-INDUSTRIAL WOMEN CLEANERS— POSITION UNDER CIVIL SERVICE SUPERANNUATION SCHEME

### Note by Civil Service Union

1. The Civil Service Union desires to submit evidence to the Royal Commission on the position of part time non-industrial women cleaners in relation to pensionability under the civil service superannuation scheme.

2. Under the Superannuation Act of 1949, it is clear that a civil servant, to be pensionable, must be employed on a full time basis. This factor debars thousands of women cleaners from any hope of achieving pensionability, even though they may spend thirty or forty years in Government Service.

3. Not more than about a thirtieth of the total number of women so employed could qualify for pensionable status. (Treasury quoted a total figure, as at 1st October, 1953, of approximately 13,700 women cleaners, of whom 470 were actually full time.)

4. A full time week for a woman cleaner is reckoned at 48 hours, although a special agreement was reached with Treasury whereby lavatory cleaners are accepted as full time workers at 44 hours weekly.

5. Thus, thousands of women who work less than 48 hours weekly are refused the benefits of pensionability, although they may be prepared to remain in this government sphere until they retire.

6. While the hours worked are usually less than 48 weekly, the women are putting in all the time required of them by the employing Departments and often this represents their only job outside their homes.

7. In London headquarters' offices, for instance, the long standing practice has been to employ women cleaners on a basis of a 30 hour week. Even if the women were prepared to work additional hours, they would not be required to do so by the Departments. To that extent, they are in fact "full time" workers.

8. Where such women are obliged to find other employment, it is clear that they can only fit in another 18 hours or so weekly. No pension rights are therefore likely to be earned in outside employment and women who may be working for a total of 48 hours (divided between two or more posts) can look forward to no pensions when they retire.

9. In the provinces, government women cleaners are employed on whatever hours may be considered necessary and workable by the employing Departments. These vary very considerably but are seldom less than 18 hours, often over 30 and rarely as much as 48.

10. So although a woman cleaner in a provincial office may for many years do the hard physical work of her grade for as many as 44 hours a week or more, she cannot, like civil servants in 44 hour grades, qualify for a pension on retirement.

11. It is our contention that the basically "part time" nature of this work was never fully considered in relation to the question of pensionability. In most civil service grades, work of a full time character is required and, if a person cannot fulfil that requirement, he appreciates that this debars him from pensionable status. In the case of the women cleaners the position is entirely different. They are working all the hours required of them by Departments; the fact that these may not total 48 weekly implies no lack of skill or willingness on the part of the women, many of whom regard this job as being one "for life".

12. Under all these circumstances, we are strongly of the opinion that pension provision should be made for women cleaners, at present debarred by their description of "part time worker", who do at least 30 hours. This minimum which is  $\frac{3}{4}$ ths of the full time week of grades with which for this purpose they are comparable would ensure that the greater part of a woman's working week was devoted to government cleaning.

# EFFECT OF OVERTIME PAYMENTS ON PAY SETTLEMENTS

Note by the Staff Side of the Civil Service National Whitley Council

(Question Nos. 846-7)

1. Paragraph 14 of the Staff Side's submission on hours and leave contains the following statement:—

"It is indisputable, however, that the regularity and extent of these additions (i.e. overtime payments and extra duty allowance) have affected the consideration of wage and salary claims in recent years. The fact that basic rates whose improvement was sought from time to time were supplemented by these additional earnings has inevitably influenced the settlements reached either by negotiation or arbitration."

2. In the course of their oral evidence on April 26th the Staff Side were asked by Mrs. Wootton whether they had "any further evidence as to how this had been used to keep down rates of pay". Had it been "quoted in arbitration proceedings or anything like that"? Mr. White replied that it had been mentioned, quite properly, in negotiations and arbitration proceedings and said there was no doubt that it had had effect.

3. Following up this answer Mrs. Wootton asked whether the Staff Side had a note of the cases "where this has actually been quoted in arbitration". Mr. White promised that this information would be given. He added:—

"I do not want to mislead the Commission about this. It has never been argued, to the best of my knowledge, in arbitration that certain basic rates of pay should not be given because the recipients are earning overtime as well, but it has been brought into discussions."

4. The list below gives examples of cases in which the Official Side's reply to a pay claim specifically mentions either overtime or extra duty allowance in setting out the facts about the pay of the grade concerned.

Award No. 124. 18th July, 1950. Research staff—Ministry of Town and Country Planning.

Award No. 176. 25th January, 1952. Estimators—Inland Revenue Department.

Award No. 200. 6th December, 1952. Flying Unit—Ministry of Civil Aviation.

Award No. 211. 28th January, 1953. Staff navigators—Ministry of Civil Aviation.

Award No. 212. 10th February, 1953. Architectural and engineering draughtsmen.

Award No. 216. 9th March, 1953. Psychologists.

Award No. 218. 31st March, 1953. Experimental officer class.

Award No. 224. 23rd July, 1953. Scientific officer class.

Award No. 233. 17th October, 1953. H.M. inspectors of explosives.

Award No. 237. 7th December, 1953. Principals.

Award No. 245. 6th March, 1954. Linked departmental classes of architectural and engineering draughtsmen.

Award No. 246. 13th March, 1954. Professional accountants.

5. The Commission's attention might also be drawn to the fact that, in an advertisement in the national press on 2nd September, 1953, the Civil Service Commission, seeking candidates for the clerical class competition, quoted the starting pay as £186 at age 16, £241 at age 18, without indicating that these sums were inclusive of expected approximate overtime earnings. In justification

of their action, the Civil Service Commission stated:—"It is our duty, in a case like this, to attract the attention of as many eligible candidates as possible, and the effectiveness of the advertisement would have been impaired if we had quoted a lower amount than successful candidates will in general receive". They pointed out that the full facts about basic pay and overtime were set out in the notices and regulations sent to those who responded to the advertisements and that, therefore, no candidate should be under any misapprehension as to the actual salary position.

---

(5)

## COMMENTS ON TREASURY MEMORANDA ON PRINCIPLES OF PAY AND OUTSIDE PAY COMPARISONS

Note by the Association of First Division Civil Servants

### I. INTRODUCTION

1. Since we appeared before the Commission on the 24th May, 1954, the Treasury have submitted further memoranda, notably those entitled principles for determining civil service pay (printed in Minutes of Evidence 21-22 Days) and outside pay comparisons (printed in Appendix 1 to Minutes of Evidence, statement (3)) and have given oral evidence on them. We wish in this memorandum to comment on certain aspects of the Treasury evidence.

### II. THE TREASURY CRITICISMS OF OUR PRINCIPLES AND METHODS FOR ADJUSTING ADMINISTRATIVE CLASS SALARIES

2. In paragraphs 6-10 of the Treasury memorandum on principles for determining civil service pay the Treasury comment on our proposals under the heading "Keeping up with the Jones's". The principles we have advocated have clearly been misunderstood.

3. We did not propose as a principle that pay should be "so fixed as to ensure that particular grades of civil servants should occupy the same position in the salary hierarchy of the country as a whole as they occupied at some chosen date in the past". Our concern has been to suggest the way in which the evidence of a comprehensive nature derived from Professor Allen's approach, together with information about specific earnings, could be used to show the order of the change required at any time in administrative class salaries to keep them in line with the earnings of people with similar capabilities and attainments.

4. Professor Allen's method is designed to obtain from available information a measure of changes in earnings at different levels. It does not isolate the experience of any particular profession or calling. He did not pretend to show what every holder of a £1,000 a year job in 1938 should have had in mid 1953 but rather to demonstrate what a representative or average holder was earning.

5. As Professor Allen stated in oral evidence there may be special reasons why holders of some posts or possessors of some qualifications should get more and others less. Some skills will have become more scarce; demands will have changed unequally; changes will have occurred in the structure of society; various restraints or constraints will have operated. Professor Allen has shown that in respect of pre-war earnings of £1,000 a year the increases by the middle of 1953 had tended to concentrate around 100 per cent. His method, even if it were used alone without reference to information about specific earnings, does not rule out a recognition of special and particular influences: on the contrary, it requires to be used, like any other tool, with judgment and discretion. There is nothing in the method we have suggested which "freezes relativities" between civil servants and outside employment. Indeed, it would be impossible for the pay of civil servants to maintain a given relationship with each of a large number of separate professions and groups whose relative positions had themselves changed.

6. The most important influence on salaries and professional earnings since 1938 has been the change in the real value of money. The relation between the incomes of different groups and professions will undoubtedly have changed to some extent but underlying these minor changes there has been one major factor—a steady and, since 1946, an accelerated, upward movement in the general level of remuneration. It is this general movement in earnings which, in default of special circumstances, we seek to have reflected in our salaries.

7. Nor does this method “freeze relativities” between grades. Professor Allen estimated that the increase appropriate by 1953 for pre-war salaries of £800 was 93-110 per cent.; for salaries of £1,100, 85-102 per cent.; for salaries of £1,500, 77-93 per cent.; and for salaries of £2,000, 72-86 per cent. As average salaries of men are estimated by 1953 to have increased by about 130 per cent. it is clear enough that salaries below £800 must, on the average, have risen by more than those above £800. Professor Allen’s method in fact suggests changes in relativities to reflect similar changes taking place outside the Service.

8. This combination of comprehensive analysis and judgment seems to us the only satisfactory method that can be used for the administrative class: it may not be the best method for other classes where direct comparisons with outside occupations are feasible.

9. The Treasury refer to the “great difficulty in selecting the appropriate base date”. Professor Allen based his calculations on the year 1938-39 for a number of reasons. It was the last pre-war year in which incomes and prices were reasonably stable and the scales in force reflected the recommendations of the Tomlin Commission. Even though the Association believes that pre-war salaries were too low in some respects, as the Chorley Committee acknowledged, this year does give a reasonably acceptable basis. This year is near the year of the 1936-37 Income Census which forms the basis of Professor Allen’s estimates. There is in fact no wide choice of base years.

10. Despite the evidence we have already given the Commission, and the example of the British Medical Association, the Treasury doubt whether in practice “either negotiating party would stake its position on the result of a difficult statistical exercise”. In this field almost all relevant information consists of statistics; it is common for industry as well as Government to make important decisions on the basis of “difficult statistical exercises”. The prudent and right course is to make decisions on the best evidence available and it is better to use comprehensive statistics which are free from bias than partial statistics often collected with a certain selectivity. The Treasury’s distrust of difficult statistical exercises and preference for some other “down to earth arguments” is peculiar to their establishment division; it is never found in other divisions of the Treasury or other Departments. Government is constantly using statistics often more complex and sometimes far less comprehensive than those which Professor Allen has used. Arguments are not down to earth without facts: to marshal a large body of facts demands statistical presentation and treatment. This is true in many walks of life: there is no reason why the measurement of income changes should be an exception.

### III. COMPARISONS IN THEORY AND PRACTICE

11. We have endeavoured to show that, for the administrative class, our method has validity and can be effectively used. Our objection to specific comparisons of the kind advocated by the Treasury is that, however valid they may seem to be in theory, they have not been and probably cannot be effectively drawn in practice. This is illustrated by paragraphs 13-15 of the Treasury memorandum on outside pay comparisons. The Commission will note particularly that the Treasury concede that in 1953 they “took the view that the main factor in determining the size of the increase which should be granted to the principal grade was the new scales of pay for the executive class fixed as a result of the recent arbitration”. Evidently conscious that they could not leave

it at this the Treasury proceeded to make certain enquiries into the rates of pay which university graduates employed "on work of a managerial type" might expect in their thirties and very early forties.

12. Managerial work will extend from quite junior positions in the sales department of a small concern to the executive director of a large one. Some of the work may be like administrative work, some will be like executive work in the Service. Some posts will carry much responsibility, others little. Thus, the term "work of a managerial type" is so wide as to be virtually worthless for identifying work comparable with that of any particular class in the Civil Service.

13. It appears from paragraph 14 of the Treasury memorandum on outside pay comparisons that the Commission have been furnished, in confidence, with a list of the employers approached in the course of these enquiries. It is not clear, however, that the Commission have had made available to them the actual information which the Treasury tabled before the Civil Service Arbitration Tribunal in November, 1953, and which was based on these enquiries. We reproduce this information in an appendix to this present memorandum and invite the Commission's particular attention to it as illustrating the complete inadequacy of this kind of enquiry. The information relates to salaries paid by the London County Council, four nationalised undertakings, one public undertaking, and a textile firm. The London County Council salaries were inaccurate, having been superseded by higher rates at the time they were put forward as evidence. A wide range of posts and salaries is quoted and there is no attempt to determine which, if any, are akin to principal posts. The information about four nationalised undertakings includes scattered assertions as to rates paid for grades said to be comparable to principal without any evidence of the nature of the duties performed. The public undertaking is stated not to recruit honours graduates, and the textile firm did not have a structure in any way comparable with that of the Civil Service.

14. Although nothing objectively worthwhile can be established from partial evidence put together in this way, the Treasury assert in paragraph 13 of their memorandum on outside pay comparisons that this evidence afforded "positive support for the Treasury's view about the appropriate pay for the principal grade". We cannot help feeling that the Treasury came nearer the truth when they admitted that they had not "really been engaged in recent times" in trying to make outside comparisons in respect of the senior grades of the administrative class (question 3259). We have the impression that this admission is equally applicable to principals, the nature of whose work differs only in the degree of responsibility and not in kind from that of their senior colleagues.

15. Paragraph 15 of the Treasury memorandum on outside pay comparisons refers to information about the expectations of graduates in university employment. The salaries paid to university staffs are easy to ascertain but of themselves do not help a great deal; there is no systematic evidence as to their other remunerations. More important, it would be necessary to establish a relationship between administrative grades and particular university posts.

16. Throughout their evidence the Treasury have consistently emphasised that the methods they have pursued in the past were right and proper and the correct ones for the future. If the Treasury are right it seems paradoxical that they should now confess to a compression of civil service salaries in the middle and higher ranks and invite the Royal Commission to pull it out in the right places. We are convinced from our experience of negotiations with the Treasury that this compression is the direct result of the policy which they have followed. Apart from the inadequacy of the adjustment which they were willing to permit they have consistently sought to limit such adjustments in salaries by employment of arbitrary cut out points or ceilings, and it has been impossible to secure agreement on pay increases without arbitrary limits. One example of this arbitrary interference is that the principal at his maximum has never enjoyed the benefit of complete extra duty allowance, even though he works the same hours as the principal some points down the scale. Indeed the extra duty allowance ceiling has not been raised in conformity with salary increases, and has

moved relatively further down the principal scale. The distortion caused by these methods is shown by the fact that if a principal at his maximum, even on the existing inadequate scale, had received the full benefit of the 1954 pay supplement and full extra duty allowance he would be paid £1,733 and not £1,620. The cut out point has not always occurred at the same place in the hierarchy of salaries, but those people who were excluded on one occasion have never been able to make up lost ground if they were included in a subsequent adjustment. The lesson to be drawn from this is clear. The traditional methods of the Treasury are completely inadequate and must be changed both to take account of the general analysis of incomes whose use we have advocated and of the more regular and comprehensive collection of specific evidence which we have recommended that the Treasury should undertake in agreement with staff associations.

#### IV. INCOME MOVEMENTS SINCE 1953

17. In paragraphs 29-34 of our first memorandum we proposed scales of pay for the administrative class. Our proposals were based on information relating to the situation at mid 1953. No satisfactory statistics are yet available to allow an estimate to be made of the increase in salaries and professional earnings since 1953, but there is sufficient evidence to indicate that the general rise in income and prices has continued and is continuing. The interim index of retail prices (17th June, 1947=100) rose from an average of 140 in 1953 to an average of 143 in 1954 and stood at 146 at the 18th January, 1955. The index of weekly wage rates (30th June, 1947=100) rose from an average of nearly 136 in 1953 to an average of nearly 142 in 1954 and was 146 in January, 1955.

18. These figures show that prices and incomes continue to move upward. The existence of this movement, which is a matter of common knowledge and experience, has been recognised in the 1954 agreement on a pay supplement reached between the Treasury and a number of staff associations for the majority of grades of the non-industrial Civil Service with salaries up to a ceiling of £1,500 per annum; a settlement which has been agreed by both sides to be an interim one. What should be the appropriate changes within the Service as a result of this broad movement is something which we have not been able to measure with the information available to us at the present time but there can be no doubt that the scales we proposed should now be increased to reflect these additional changes.

19. We earnestly trust that the Commission will have available to them sufficient information to reach firm conclusions about the extent of this broad movement. The fact that it has taken place is in our view further evidence of the importance of ensuring that movements of this kind can be accurately measured and reflected without delay in the salaries of the administrative class. We feel compelled to repeat our deep concern at the failure of the Treasury to keep administrative class salaries in line with such movements in the past. We are convinced that the methods we have advocated can successfully meet this problem and help to avoid a repetition of the frustrating delays and inadequate settlements which have been so marked a feature of recent history.

#### V. FUNCTIONS AND RESPONSIBILITIES OF GRADES OF THE ADMINISTRATIVE CLASS

20. We have noted that the Commission has shown great interest in the responsibilities of administrative officers and that it has on several occasions addressed questions to witnesses comparing the responsibilities discharged by the various grades today and before 1939. Most of the witnesses who were questioned on this matter have referred specifically to the grades of assistant secretary and above, and have made it clear that there is general agreement that those grades perform functions comparable in every way with those they performed before 1939. We should like to take this opportunity of pointing out that this is of course equally true of principals.

21. In their submission to the Civil Service Arbitration Tribunal in 1953 the Treasury described the work of a principal as "of equal worth and content" with that of pre-war members of the grade. In addition Treasury representatives

informed the Commission in reply to question 3263 that the principal is "a much more valuable agent" than the chief executive officer, and we would like to emphasise our full agreement with Treasury views in this matter.

22. A male assistant principal who joins the Service at the age of 24 or 25 is not likely to be promoted principal until he is 31 or 32, which is not very different from the age of promotion before the war. The majority of principals in post at the moment were not promoted until much later, many of them in their forties and fifties. This class-to-class promotion will of course continue. In addition not all suitable principals by any means can reach the career grade of assistant secretary, because the age distribution of the class is bound *ceteris paribus* to make it impossible for them to be promoted. The salary scale for principals must therefore take into account the fact that they are doing work of equal worth and content with their pre-war counterparts, that many of them enter the grade in their late thirties and after, and that some of them are bound, through force of circumstance, to fail to obtain promotion; it must also, of course, reflect the difference in value between the work of a principal and that of a chief executive officer. With these considerations in mind we feel strongly that the salary scale we recommended for principals in our first memorandum, adjusted as necessary in the light of the movement in incomes which has since taken place and to which we have drawn attention in paragraphs 17-19 of this memorandum, is a right and proper scale for work of such importance.

## APPENDIX

### SALARY DATA

Outside Rates for Posts comparable with Civil Service Principals' Posts together with particulars, in some cases, of Rates

Organisation	Salary Data																																			
1. London County Council																																				
(i) Recruitment grade [first class (a)].	Administrative posts are filled from lower grades in major establishment, entry to which is by competitive examination at a post below the civil service assistant principal. The competition is taken either between the ages of 17½-18½ or, in the case of graduates, undergraduates, and National Servicemen, between ages 19½ and 24. Salary at entry to first class (b) (lowest grade in major establishment) is:— <table><tr><td>Age 18 and below</td><td>...</td><td>...</td><td>...</td><td>£300 (£282 net)</td></tr><tr><td>" 19</td><td>...</td><td>...</td><td>...</td><td>£325 (£305 "</td></tr><tr><td>" 20</td><td>...</td><td>...</td><td>...</td><td>£350 (£329 "</td></tr><tr><td>" 21</td><td>...</td><td>...</td><td>...</td><td>£375 (£352 "</td></tr><tr><td>" 22</td><td>...</td><td>...</td><td>...</td><td>£406 (£382 "</td></tr><tr><td>" 23</td><td>...</td><td>...</td><td>...</td><td>£436 (£410 "</td></tr><tr><td>" 24</td><td>...</td><td>...</td><td>...</td><td>£469 (£441 ")</td></tr></table> rising by £31 per annum to £655 (£616 net) at age 30 and £685 (£644 net) at age 31.	Age 18 and below	...	...	...	£300 (£282 net)	" 19	...	...	...	£325 (£305 "	" 20	...	...	...	£350 (£329 "	" 21	...	...	...	£375 (£352 "	" 22	...	...	...	£406 (£382 "	" 23	...	...	...	£436 (£410 "	" 24	...	...	...	£469 (£441 ")
Age 18 and below	...	...	...	£300 (£282 net)																																
" 19	...	...	...	£325 (£305 "																																
" 20	...	...	...	£350 (£329 "																																
" 21	...	...	...	£375 (£352 "																																
" 22	...	...	...	£406 (£382 "																																
" 23	...	...	...	£436 (£410 "																																
" 24	...	...	...	£469 (£441 ")																																
(ii) Promotion grades up to principal assistant (a).	(1) Promotion to higher grades listed below is dependent upon merit and the existence of vacancies. (2) <i>Salaries</i> <table><tr><td>First class (a) ...</td><td>£685-863 (£644-811 net)</td></tr><tr><td>Senior assistant ...</td><td>£863-1,027 (£811-965 net)</td></tr><tr><td>Principal assistant (b)...</td><td>£1,027-1,168 (£965-1,098 net)</td></tr><tr><td>Principal assistant (a)...</td><td>£1,168-1,333 (£1,098-1,253 net)</td></tr></table> (3) <i>Ages</i> <table><tr><td>5 principal assistants now in post reached the rank of principal assistant between ages</td><td>30-35</td></tr><tr><td>13</td><td>35-40</td></tr><tr><td>43</td><td>40-45</td></tr><tr><td>101</td><td>45 and over</td></tr></table>	First class (a) ...	£685-863 (£644-811 net)	Senior assistant ...	£863-1,027 (£811-965 net)	Principal assistant (b)...	£1,027-1,168 (£965-1,098 net)	Principal assistant (a)...	£1,168-1,333 (£1,098-1,253 net)	5 principal assistants now in post reached the rank of principal assistant between ages	30-35	13	35-40	43	40-45	101	45 and over																			
First class (a) ...	£685-863 (£644-811 net)																																			
Senior assistant ...	£863-1,027 (£811-965 net)																																			
Principal assistant (b)...	£1,027-1,168 (£965-1,098 net)																																			
Principal assistant (a)...	£1,168-1,333 (£1,098-1,253 net)																																			
5 principal assistants now in post reached the rank of principal assistant between ages	30-35																																			
13	35-40																																			
43	40-45																																			
101	45 and over																																			

Organisation	Salary Data
1. London County Council —(continued)	
(ii) Promotion grades up to principal assistant (a) —(continued)	(4) The Council's grades within the salary range from £1,000 to £1,500 are those of principal assistants (a) and (b), whose duties are broadly described as administrative. It appears that the L.C.C. use this term in a much wider sense than it would be in the Civil Service; the duties of the principal assistant grades could be said to be more akin to those of civil service senior executive officers than to those of principals.
(iii) Salaries of top posts.	<p>Clerk of the Council ... .. £4,500 (£4,130 net)</p> <p>Comptroller of the Council ... .. £4,200 (£3,948 net)</p> <p>Head of a large department ... .. £4,000 (£3,760 net)</p> <p>Chief officer of supplies ... .. £3,250 (£3,055 net)</p> <p>Deputy clerk of the Council ... .. £2,750 × 250*—3,250 (£2,585—3,055 net)</p> <p>Deputy head of a large department ... £2,400 × 250*—2,900 (£2,256—2,726 net)</p> <p>Chief officer of the welfare department... £2,750 (£2,585 net)</p> <p>Head of a smaller department ... .. £2,700 (£2,538 net)</p> <p>Senior assistant clerk of Council ... £1,850 × 100—2,150 (£1,739—2,021 net)</p> <p>Administrative officer, public health department ... .. £1,800 × 100—2,100 (£1,692—1,974 net)</p> <p>Deputy head of a smaller department... £1,650 × 100—1,950 (£1,551—1,833 net)</p> <p>Assistant clerks of the Council ... ..</p> <p>Staff inspectors, education officer's department ... ..</p> <p>Administrative and establishment officer, chief engineer's department ... ..</p> <p>Establishment officer, housing and valuation department ... ..</p> <p>Establishment officer, architect's department ... ..</p> <p>Establishment officer, public health department ... ..</p> <p>Principal clerk, supplies department ... ..</p> <p>Principal clerk (establishment officer) supplies department ... ..</p> <p>Assistant chief officer, restaurants and catering department ... ..</p> <p>Principal clerks, public health department ... ..</p> <p>Principal clerks, architects' department ... ..</p> <p>Principal clerks, restaurants and catering department ... ..</p> <p>Principal clerk (establishment officer) welfare department ... ..</p> <p>Principal clerks, public health department ... ..</p> <p>Principal clerk (finance officer), housing and valuation department ... ..</p> <p>Principal clerk (establishment officer), parks department ... ..</p> <p>Principal clerk, public control department ... ..</p> <p>Principal clerk,† children's department ... ..</p>

Notes. \* Biennial increments; all other increments are annual ones.

† Receives an allowance of £100 a year.

Organisation	Salary Data																																																														
2. A nationalised undertaking	<p>(i) First and second class honours graduates enter administrative assistant grade (training grade)—salary range from £484 to £750. Superannuation deductions are 4 per cent. for single men. In detail the scale is as follows:—</p> <table> <tr> <td>Age 21 ... ..</td><td>£484 (£465 net)</td></tr> <tr> <td>" 22 ... ..</td><td>£509 (£489 "</td></tr> <tr> <td>" 23 ... ..</td><td>£534 (£513 "</td></tr> <tr> <td>" 24 ... ..</td><td>£563 (£540 "</td></tr> <tr> <td>" 25 or over ... ..</td><td>£588 (£564 "</td></tr> <tr> <td>Thence to ... ..</td><td>£750 (£720 "</td></tr> </table> <p>(ii) The training period averages about 3 years after which promotion is within the structures shown below:—</p> <table> <tr> <td>Administrative grade 6 ...</td><td>£706 × 25—£893 (£678—857 net)</td></tr> <tr> <td>" " 5 ...</td><td>£878 × 30—1,134 (£843—1,089 net)</td></tr> <tr> <td>" " 4 ...</td><td>£1,011 × 35—1,414 (£967—1,357 net)</td></tr> <tr> <td>" " 3 ...</td><td>£1,277—1,645 (range) (£1,226—1,579 net)</td></tr> <tr> <td>" " 2 ...</td><td>£1,645—2,195 (range) (£1,579—2,107 net)</td></tr> <tr> <td>" " 1 ...</td><td>£2,000—2,500 (range) (£1,920—2,400 net)</td></tr> <tr> <td>Finance grade 10a ...</td><td>£716 × 25—932 (£687—895 net)</td></tr> <tr> <td>" " 10 ...</td><td>£770 × 25—1,040 (£739—998 net)</td></tr> <tr> <td>" " 9a ...</td><td>£849 × 25—1,144 (£815—1,098 net)</td></tr> <tr> <td>" " 9 ...</td><td>£1,065 × 35—1,385 (£1,022—1,330 net)</td></tr> <tr> <td>" " 8 ...</td><td>£1,119—1,439 (£1,074—1,381 net)</td></tr> <tr> <td>" " 7 ...</td><td>£1,331—1,645 (£1,278—1,579 net)</td></tr> <tr> <td>" " 6 ...</td><td>£1,439—1,845 (£1,381—1,771 net)</td></tr> <tr> <td>" " 5 ...</td><td>£1,695—2,195 (£1,627—2,107 net)</td></tr> <tr> <td>" " 3/4 ...</td><td>£1,800—2,500 (£1,728—2,400 net)</td></tr> <tr> <td>Marketing grade 7 ...</td><td>£706 × 25—893 (£678—857 net)</td></tr> <tr> <td>" " 6 ...</td><td>£878 × 30—1,134 (£843—1,079 net)</td></tr> <tr> <td>" " 5 ...</td><td>£1,015 × 35—1,415 (£974—1,358 net)</td></tr> <tr> <td>" " 4 ...</td><td>£1,493 × 2,195 (range) (£1,433—2,107 net)</td></tr> <tr> <td>Labour officer, grade V ...</td><td>£443 × 20—632 (£425—607 net)</td></tr> <tr> <td>" " " IV ...</td><td>£588—804 (£564—772 net)</td></tr> <tr> <td>" " " III ...</td><td>£808—1,020 (£776—979 net)</td></tr> <tr> <td>" " " II ...</td><td>£966—1,178 (£927—1,131 net)</td></tr> <tr> <td>" " " I ...</td><td>£1,178—1,498 (£1,131—1,438 net)</td></tr> <tr> <td>Deputy labour director ...</td><td>£1,500—2,000 (range) (£1,410—1,920 net)</td></tr> </table>	Age 21 ... ..	£484 (£465 net)	" 22 ... ..	£509 (£489 "	" 23 ... ..	£534 (£513 "	" 24 ... ..	£563 (£540 "	" 25 or over ... ..	£588 (£564 "	Thence to ... ..	£750 (£720 "	Administrative grade 6 ...	£706 × 25—£893 (£678—857 net)	" " 5 ...	£878 × 30—1,134 (£843—1,089 net)	" " 4 ...	£1,011 × 35—1,414 (£967—1,357 net)	" " 3 ...	£1,277—1,645 (range) (£1,226—1,579 net)	" " 2 ...	£1,645—2,195 (range) (£1,579—2,107 net)	" " 1 ...	£2,000—2,500 (range) (£1,920—2,400 net)	Finance grade 10a ...	£716 × 25—932 (£687—895 net)	" " 10 ...	£770 × 25—1,040 (£739—998 net)	" " 9a ...	£849 × 25—1,144 (£815—1,098 net)	" " 9 ...	£1,065 × 35—1,385 (£1,022—1,330 net)	" " 8 ...	£1,119—1,439 (£1,074—1,381 net)	" " 7 ...	£1,331—1,645 (£1,278—1,579 net)	" " 6 ...	£1,439—1,845 (£1,381—1,771 net)	" " 5 ...	£1,695—2,195 (£1,627—2,107 net)	" " 3/4 ...	£1,800—2,500 (£1,728—2,400 net)	Marketing grade 7 ...	£706 × 25—893 (£678—857 net)	" " 6 ...	£878 × 30—1,134 (£843—1,079 net)	" " 5 ...	£1,015 × 35—1,415 (£974—1,358 net)	" " 4 ...	£1,493 × 2,195 (range) (£1,433—2,107 net)	Labour officer, grade V ...	£443 × 20—632 (£425—607 net)	" " " IV ...	£588—804 (£564—772 net)	" " " III ...	£808—1,020 (£776—979 net)	" " " II ...	£966—1,178 (£927—1,131 net)	" " " I ...	£1,178—1,498 (£1,131—1,438 net)	Deputy labour director ...	£1,500—2,000 (range) (£1,410—1,920 net)
Age 21 ... ..	£484 (£465 net)																																																														
" 22 ... ..	£509 (£489 "																																																														
" 23 ... ..	£534 (£513 "																																																														
" 24 ... ..	£563 (£540 "																																																														
" 25 or over ... ..	£588 (£564 "																																																														
Thence to ... ..	£750 (£720 "																																																														
Administrative grade 6 ...	£706 × 25—£893 (£678—857 net)																																																														
" " 5 ...	£878 × 30—1,134 (£843—1,089 net)																																																														
" " 4 ...	£1,011 × 35—1,414 (£967—1,357 net)																																																														
" " 3 ...	£1,277—1,645 (range) (£1,226—1,579 net)																																																														
" " 2 ...	£1,645—2,195 (range) (£1,579—2,107 net)																																																														
" " 1 ...	£2,000—2,500 (range) (£1,920—2,400 net)																																																														
Finance grade 10a ...	£716 × 25—932 (£687—895 net)																																																														
" " 10 ...	£770 × 25—1,040 (£739—998 net)																																																														
" " 9a ...	£849 × 25—1,144 (£815—1,098 net)																																																														
" " 9 ...	£1,065 × 35—1,385 (£1,022—1,330 net)																																																														
" " 8 ...	£1,119—1,439 (£1,074—1,381 net)																																																														
" " 7 ...	£1,331—1,645 (£1,278—1,579 net)																																																														
" " 6 ...	£1,439—1,845 (£1,381—1,771 net)																																																														
" " 5 ...	£1,695—2,195 (£1,627—2,107 net)																																																														
" " 3/4 ...	£1,800—2,500 (£1,728—2,400 net)																																																														
Marketing grade 7 ...	£706 × 25—893 (£678—857 net)																																																														
" " 6 ...	£878 × 30—1,134 (£843—1,079 net)																																																														
" " 5 ...	£1,015 × 35—1,415 (£974—1,358 net)																																																														
" " 4 ...	£1,493 × 2,195 (range) (£1,433—2,107 net)																																																														
Labour officer, grade V ...	£443 × 20—632 (£425—607 net)																																																														
" " " IV ...	£588—804 (£564—772 net)																																																														
" " " III ...	£808—1,020 (£776—979 net)																																																														
" " " II ...	£966—1,178 (£927—1,131 net)																																																														
" " " I ...	£1,178—1,498 (£1,131—1,438 net)																																																														
Deputy labour director ...	£1,500—2,000 (range) (£1,410—1,920 net)																																																														

Organisation	Salary Data		
2. A nationalised undertaking— (continued)	<p>(iii) The nearest equivalent to a civil service principal is the administrative grade 4, with administrative grade 3, covering the upper end of the principal's scale.</p> <p>(iv) The normal career field for officers recruited as administrative assistants extends to finance grades 9 to 7 and marketing grades 5 and 4.</p> <p>(v) Normally honours non-technical graduates should reach the £1,100–1,500 range in their 30's to early 40's.</p>		
3. Electricity supply industry		<i>Provincial gross</i>	<i>Provincial net</i>
		(a) (c)	London net (b)
	(i) Very junior posts among those graded as principal assistant:—	£	£
	Grade 5: minimum ...	580	551
	then by annual increments to ...	600	570
		620	589
		640	608
			638
	(ii) Middle posts ditto; junior and middle posts among those graded as district commercial officer:—	£	£
	Grade 6: minimum ...	700	665
	then by annual increments to ...	725	689
		750	713
		775	736
	Grade 7: minimum ...	775	736
	then by annual increments to ...	805	765
		835	793
		865	822
			860
	(iii) Senior posts among those graded as principal assistant or district commercial officer:—	£	£
	Grade 8: minimum ...	865	822
	then by annual increments to ...	900	855
		935	888
		970	922
	and		
	Grade 9: minimum ...	970	922
	then by annual increments to ...	1,010	960
		1,050	998
		1,090	1,036
			1,074
	Notes:		
	(a) before } 5 per cent. superannuation deductions from		
	(b) after } actual (London or Provincial) pay.		
	(c) London gross salary exceeds provincial gross salary by 5 per cent. (subject to a minimum addition of £30 and a maximum addition of £40).		
4. Another nationalised undertaking	<p>Honours graduates enter at £414 (age 23)—474 (age 26). Exceptional entrants can enter above normal age point. Promotion follows after a few years to executive assistant on £759–894 (£723–852 net, after deducting 4½ per cent. for superannuation contributions); thereafter to:—</p> <p>Senior executive assistant ... £935–1,135 (£891–1,081 net)</p> <p>Principal „ „ ... £1,200–1,500 (£1,143–1,429 net)</p>		

Organisation

Salary Data

4. Another nationalised undertaking—continued

Promotion is dependent on both merit and vacancies. Normally promotion to principal executive assistant is not likely to occur in early 30's—there is only one instance where this has been done post-war. But broadly speaking an honours graduate employed on the non-professional side may expect to be receiving about £800 (£762 net) at age 30 and £1,100 (£1,048 net) at age 40.

5. British Railways ...

(i) Recruitment to traffic apprentice grade made from 2 sources:—

- (1) members of the railways' male salaries and wages staff under 28 years of age, who are required to pass a preliminary written examination conducted annually by the Royal Society of Arts and followed by a selection board procedure; and
- (2) candidates not exceeding 28 years of age from outside the railway service, who are normally university graduates or suitably qualified ex-regular officers of H.M. Forces.

The pay of this grade is undifferentiated, since officers are moved to training posts in London and elsewhere at relatively frequent intervals:—

Age on entry	1st year		2nd year		3rd year	
	£	£	£	£	£	£
20-21	391	(370 net)	418	(396)	450	(426)
22-23	412	(390 " )	439	(416)	472	(447)
24-25	434	(411 " )	461	(437)	493	(467)
26-27	461	(437 " )	488	(462)	520	(493)

The net figures have been arrived at by deducting a super-annuation contribution of 5½ per cent. from the officer's actual (London or provincial) pay.

(ii) On satisfactory completion of 3-year training period promotion is to class 2 or 1, where a London allowance of £10 is payable.

		London salary	
		£	£
Class 2: On appointment ...	...	503	(477 net)
After 2 years ...	...	520	(493)
„ a further 2 years ...	...	541	(513)
Class 1: On appointment ...	...	563	(534)
After 2 years ...	...	579	(549)
„ a further 2 years ...	...	595	(564)

No guaranteed promotion thereafter: officers are expected to respond to advertisements for vacancies.

(iii) Staff who reach the £1,000 a year level do so on average in their 40's. A rate of £1,100-£1,500 for civil service principals is considered to be reasonable in relation to this.

6. Another public undertaking

(i) This undertaking recruits no university graduates to administrative posts. The following posts are attained after at least 20 years' service with the undertaking:—

		London salary	
		£1,605 × £53-£1,764 (gross)	(£1,501-£1,649 net).
Special grade I ...	...	£1,395 × £53-£1,554 (gross)	(£1,304-£1,453 net).
„ „ II ...	...	£1,185 × £53-£1,344 (gross)	(£1,108-£1,257 net).
„ „ III ...	...		

The net figures have been arrived at by making the 6½ per cent. pension deduction applicable to current entrants.

(ii) In one representative department, the average ages of the senior officers were as follows in 1953:—

Special grade I ...	51 years
„ „ II ...	60 „
„ „ III ...	54 „

Organisation	Salary data
7. A textile firm ... ..	<p>(i) This organisation recruits third class honours graduates as well as first and second. Emphasis in selection is on character and personality as much as on academic attainment. The superannuation deductions are 6 per cent.</p> <p>(ii) The salary on entry is £450-£550 (£423-£517 net), according to age. Entrants have an expectation of £1,000 (£940 net) in the early 30's. A salary of £1,500 (£1,410 net) is therefore quite possible in the early 40's.</p>

## (6)

### PRINCIPLES FOR DETERMINING CIVIL SERVICE PAY

#### Note by the Society of Civil Servants

1. The purpose of this note is to give the Society's views on some aspects of the evidence submitted by the Treasury (Minutes of Evidence, 21-22 Days) which might otherwise give a misleading impression of the executive class and of the Society's case. This statement by the Society is supported by the organisations representing departmental executive grades which were associated with the Society in the evidence already submitted to the Commission (Minutes of Evidence, 8 Day), viz., Inland Revenue Staff Federation, Association of Officers of the Ministry of Labour, and the Ministry of Labour Staff Association.

### OUTSIDE PAY COMPARISONS

#### COLLECTION OF DATA

2. In response to question 216 the Treasury submitted a note (printed in Appendix I to Minutes of Evidence, statement (3)) about their methods of collecting data about salaries and wages in outside employment for the purpose of making comparisons with pay in the Civil Service. The note explains that certain outside employers were provided with descriptions of particular duties performed by the executive class and were asked to say what sort of salary range they were now paying or would pay, for work of these types or of broadly equivalent responsibility.

3. The Society regards this procedure as completely unsatisfactory and could not accept evidence obtained on such a rough and ready basis. The employers concerned may have little or no knowledge of civil service organisation and cannot be expected to understand the refinements of the civil service grading structure from the job descriptions provided. Even in the case of nationalised undertakings it is extremely difficult to decide which duties are of broadly equivalent responsibility to those indicated by the Treasury. There is a definite probability that the comparison may be made between jobs which although apparently carrying out the same work are in fact graded at quite different levels of responsibility. Thus the nationalised authority, looking at the job description of a civil service higher executive officer post, may quote in reply the salary range for duties in the undertaking at executive officer level because although the nature of the work is similar it is not possible from paper definitions to compare the relative responsibilities. The margin for error is substantial even in the area of the public services where similar organisational systems may be followed.

4. In the case of the private employer whose knowledge of civil service organisation may be nil but whose prejudice towards the public servant may be considerable, the methods adopted by the Treasury can only damage the claim under consideration. Close comparisons between the work of Government performed by the executive class and the wholly different work carried out by senior staff in private industry cannot be made. The system of organisation may be completely different and the hierarchial structure will be quite dissimilar. The job

descriptions will convey practically nothing to the outside employer. The outside employer may fail to disclose information regarding other emoluments, payments in kind, bonuses, etc. A reply based upon such scant knowledge will be quite arbitrary and quite useless.

5. The methods followed by the Treasury depend entirely upon the judgment of some (often unknown) third party whose valuation the Society is asked to accept. No steps are apparently taken by the Treasury to satisfy themselves that fair comparisons are being made. The staff association is given no opportunity of investigating the evidence which may not be produced until the claim goes to the Arbitration Court. Information obtained in reply to such enquiries of outside employers has never been produced to the Society during negotiations. In connection with the Society's claim submitted on 14th January, 1953, the method of collecting data described by the Treasury was not put into operation until after the Society had informed the Treasury on 19th June, 1953, that the claim was being referred to arbitration. Letters were sent by the Treasury to employers on 26th June, 1953, and 22nd July, 1953, enclosing the job descriptions and asking for the rough sort of salary range being paid for work of these types or of broadly equivalent responsibility. The information received from employers was not used by the Treasury in the arbitration proceedings because the Society objected that this evidence had not been available during the five months of negotiation and could not be investigated by the Society. Under examination before the Royal Commission Treasury witnesses (questions 3099 and 3108) stated that if the Commission endorsed the method of comparison advocated by the Treasury, they would put "the cards on the table" in future negotiations. The Society can see no possibility of agreement on a method which is so unreliable and which depends upon current comparisons in which the Society has no confidence for the reasons stated in paragraphs 7-10 of this memorandum.

6. In reply to question 3098 a Treasury witness stated that the question put to the outside employer was—"If you had a job like this in your organisation, what would you pay for it?" The question assumes that the employer can make a comparison from the job descriptions without any experience of the Civil Service and that he can then fix the rate for the job. Thus the whole system depends upon the judgment of the outsider in whose hands the Treasury is prepared to place the determination of civil service pay. In other words, the responsibility is surrendered to someone else. Such methods command no confidence from the Society and evidence obtained in such a casual fashion will never be accepted as valid.

#### OUTSIDE COMPARISONS: TREASURY BASIS

7. The Treasury have suggested that the comparison should be with the current rate paid by the generality of outside employers to staff engaged on comparable work. In their memorandum of evidence (printed with Minutes of Evidence, 21 Day) the Treasury have stated (in paragraphs 29 to 38) some of the difficulties in making outside comparisons. They refer in paragraph 33 to the difficulties resulting from differences of hierarchial structure which apply mainly in the supervisory grades. The executive class is particularly affected, consisting as it does of a series of supervisory and managerial grades fitted closely into a tight grading structure. This intensive grading of duties in the executive class makes it almost impossible to find closely comparable jobs and only broad general comparisons are possible. It is for this reason, among others, that the Treasury's methods of collecting data is regarded by the Society as valueless.

8. In paragraph 14 of their memorandum (printed with Minutes of Evidence, 21 Day) the Treasury refer to the evidence put forward by the Society as a result of the investigation carried out by the Economist Intelligence Unit. They seek to show that this evidence indicates (1) that the Government's current pay standards for the grade in question (executive officer) are not out of harmony with current standards outside and (2) they would be put out of harmony if the arguments from past trends were relied upon. The Treasury's conclusions could only be sound if the duties of the executive officer could be closely compared with the duties in the outside firms. In view of the construction put upon this part

of evidence by the Treasury, the Society wishes to quote again the statement made by the Economist Intelligence Unit in its report to the Society (paragraph 156 of the Society's memorandum of Minutes of Evidence, 8 Day):—

"It would be obvious, owing to the variety of types of organisation contacted that, despite the care taken to obtain representative salary figures, any comparison of the absolute level of salaries between private industry, the public boards and the Civil Service could at best be extremely arbitrary, that there was undoubtedly room for quite a large margin of error in the comparison of absolute salary levels or salary maxima, but whatever the margin of error on the comparison of absolute salary levels it would not invalidate the following important results:—

- (a) the percentage increases in salary between 1939 and 1954 for each grade of staff, and
- (b) the differential between one grade and the next in each of those years, which would show the extent to which those differentials have narrowed or widened since 1939.

It is on the validity and importance of these results, despite the inevitable inaccuracy of direct comparisons of absolute salary levels between the Civil Service and industry, that the justification of this report rests".

9. This statement from an independent and unbiased source shows that the conclusions reached by the Treasury are based on a false assumption and confirms the view of the Society that close comparisons on the basis of current rates are impracticable in the executive class. The Tomlin Commission also had recognised that comparisons are difficult to make in the case of an executive officer. It should be noted in any case that the Treasury's conclusion that current pay standards are not out of harmony with current standards outside does not apply as regards the higher executive officer or the senior executive officer when compared with the outside analogues quoted in the Economist Intelligence Unit's report (Table V of the Society's memorandum—Minutes of Evidence, 8 Day, page 249). In the first case on the average for 1954 the outside employee was receiving £104 more than the higher executive officer and the senior executive officer was at a disadvantage to the extent of £266 compared with his outside colleague, after taking into account the pay supplement granted to the civil service grades as from 1st July, 1954.

10. This selective handling by the Treasury of the Society's evidence is to be found again in paragraphs 12 and 13 of their memorandum (Minutes of Evidence, 21-22 Days) where reference is made to the bank clerk. The Treasury attempts to invalidate the Society's evidence, based on trends, by submitting that the key to the problem is a comparison between the present duties of the two grades. The Treasury does not contend and the Society does not accept that the duties are comparable. The Treasury would be in some difficulty in sustaining such a comparison when the bank clerk had roughly the same salary as the civil service clerical officer before the war and has always been regarded as broadly comparable with the clerical officer. This coupling of the bank clerk with the executive officer has arisen because the former has steadily crept up on the latter and because the banks may have stated in reply to Treasury enquiries that work of the type described in the Treasury's illustrations is of broadly equivalent responsibility with that of the bank clerk. That is to say, it is not the Society's judgment, not even the Treasury's judgment, but that of the banks, which appears to be used in a selective fashion to cast doubts upon the Society's evidence. It is significant that the Treasury do not try to reach the same conclusion by a comparison between the remuneration of bank managers and senior executive officers. Table IV of the Society's memorandum (Minutes of Evidence, 8 Day, page 249) shows that on the average for five posts the bank managers were receiving £311 per annum more in 1952 than the senior executive officer was receiving at that date. There is no reason to believe that on a current comparison the senior executive officer would not be at a similar disadvantage. But the Treasury only apply the "salary currently paid for currently comparable duties" where the evidence can be presented in a manner which is to the disadvantage of the civil servant. This does not mean that bank employees are adequately paid, but that the executive class is relatively worse off.

## OUTSIDE COMPARISONS : SOCIETY BASIS

11. The Treasury choose a basis for determining civil service pay which depends upon close comparisons if even approximate accuracy is to be achieved. They adopt methods of enquiry which can only produce rough and ready results based upon the opinions of outsiders who have no responsibility for the Civil Service. The Society prefers a system which faces up to the difficulties in making outside comparisons stated in the Treasury's memorandum (Minutes of Evidence, 21-22 Days) and in the Society's own evidence. These difficulties which apply particularly in the supervisory and managerial grades of the executive class can be met providing it is recognised that only broad general comparisons can be made and that these must be based upon salary trends over a few years. The statement by the Economist Intelligence Unit confirms this view which was accepted by the Treasury in the 1950 negotiations on executive class pay (paragraph 99 of the Society's memorandum, Minutes of Evidence, 8 Day). The objections which the Society has made to the methods followed by the Treasury in collecting data would largely disappear if instead of being asked to form a judgment on what is comparable work, the firms were requested to give details of movements in salaries within ranges comparable to those of the executive class and in respect of work of a broadly similar character. Such replies based on fact instead of on opinions would give general guidance to the negotiating parties as to the extent to which executive class pay should be adjusted. The detailed revision for the different grades would have to be influenced by considerations of relativity, both vertical and horizontal, which arise in such an intensively graded structure. It is vital to the task of the Royal Commission that in considering the rates of pay at present in force consideration should be given to the question of whether changes in civil service remuneration have reflected the general trend of remuneration levels in the country as a whole. It is especially important to review changes during the war years when the middle grades of the Service lost much ground. The Society's proposals enable this to be done ; the Treasury's do not.

## RELATIVITIES WITH THE ADMINISTRATIVE CLASS

12. In considering whether any changes in rates of pay for the main categories are desirable the Commission has been asked to bear in mind the need for a suitable relationship between the pay of those categories. The views of the Society were very fully stated in their statement of evidence (Minutes of Evidence, 8 day). Under examination (questions 3263-5) the Treasury witnesses criticised some of the equations suggested by the Society.

13. The Treasury seek to rebut the Society's suggested relationship with the administrative class on the grounds that not more than 10 per cent. of the executive class are employed in administrative divisions. The Society's proposal was not related solely to those of its members engaged on work under the control of administrative staff. The administration of the social services and of ex-headquarters offices involving control, organisation and management, is laid upon executive grades who are responsible for the conduct of Government business in the regional and local offices. This work of social administration and management is of no less importance than the work carried out traditionally by members of the administrative class and makes a far greater impact upon the average citizen. A revaluation of functions and responsibilities in relation to those of the administrative class is overdue and would be reasonably met by the relativities suggested by the Society.

14. The Society does not accept that the range of duties carried out by the principal executive officer and the senior chief executive officer fall below those exercised by the assistant secretary. Theirs are administrative and top management jobs which should not be under-graded because of an outmoded distinction between two classes which at this level are carrying the same measure of responsibility. Similarly, the managerial and specialised duties of the chief executive officer and senior executive officer grades, are worth as much to the State as the "policy" functions of the principal. The versatility required of these grades on the management, supply and accounting, and specialised duties of the Service and

in their relations with members of the public and representatives of industry is greater than that required of most principals employed exclusively in an administrative division. Although the duties may be different the responsibilities are of the same level and justify the pay relationship suggested by the Society.

15. The Treasury themselves stated in the Introductory Factual Memorandum (paragraph 268) that in administrative divisions "jobs are done by chief and senior executive officers which are of the same broad level of responsibility as that of principals". Under examination (questions 3263-4) Treasury witnesses have attempted to water down the meaning of this phrase. The Society does not accept that chief executive officers are less valuable agents than principals. If they are employed less freely on administrative work than principals it is because of the equally responsible work for which they are required elsewhere in the Service and because the Treasury continue to pursue a policy of segregation of the two classes in an area of the Service where interchangeability could be greatly extended. Senior executive officers may be promoted either to principal or chief executive officer and will be as effective and as valuable, in either post.

16. In 1946 the Official Side of the National Whitley Council proposed:—

"The upper structure of the Executive Class will remain as at present but My Lords consider that in future *there should be free interchangeability between members of the chief executive officer grade and members of the principal grade*, where such interchangeability is convenient from the point of view of departmental organisation. They consider also that it may be appropriate in some cases that senior executive officers should in future be used in the larger administrative divisions where they are not already so used on the type of work which has been described during the War as 'near Principal'."

The official proposals were subsequently dropped in favour of the arrangements announced in Treasury Circular 5/47 (Extended use of the Executive Class). Nevertheless, there is interchangeability between the chief executive and principal grades in a number of Departments and senior executives are employed on administrative work which would otherwise be done by principals. The official proposal in 1946 recognised the relationship between the executive and administrative grades which the Society suggested in their evidence but which the Treasury now attempt to deny.

17. In proposing the extended use of the executive class (Treasury Circular 5/47—paragraph 10), the Official Side contemplated wherever practicable the substitution for administrative posts of executive posts above the senior executive officer level. Only limited progress has been made in the regrading of principal posts, but a number have been converted, both to chief executive officer and senior executive officer grading. When asked to give more detailed guidance to Departments regarding the definition of the duties of the two classes, the Official Side stated that there is rarely in practice an absolutely clear cut line between the formulation of policy and its execution, and were unable to define the work more closely at this level of the Service. The Treasury have fairly recently filled one post in their establishments division formerly held by a principal, with a chief executive officer, and another similar post is about to be filled in the same way. This is further evidence that the Treasury has acknowledged that the same broad level of responsibility exists between these grades and confirms the view of the Society that the right relationship would be for the senior executive officer scale to span the lower half, and the chief executive officer scale to span the top half of the principal scale.

18. In reply to question 3263 the Treasury witness made a misleading reference to "the executive class underpinning the administrative class" in administrative divisions. Treasury Circular 5/47 laid it down quite firmly that "it is not the normal pattern of an administrative division that a senior executive officer should report to a principal and that in most cases, principals can be adequately supported by officers of higher executive officer rank". Like other parts of Treasury Circular 5/47 this has not been universally implemented despite continuing pressure by the Society since 1947. Nevertheless it is undeniable that

the grade which really underpins the administrative class in administrative divisions is the higher executive officer grade. It is the higher executive officer who gives direct support to the principal and assists him in policy work, deputising for him at interviews and committee meetings. This working relationship emphasises the importance of an appropriate pay relativity as between the higher executive officer and the principal. Chief executive officers and senior executive officers employed in administrative divisions normally report direct to assistant secretaries and are performing duties "which are of the same broad level of responsibility as that of principals".

19. Not only in administrative divisions but in supply, defence Departments and the like the work of some of the senior posts is managerial in the business sense and involves a mixture of duties which under the older definition would be regarded as partly executive and partly administrative. These officers contribute to the formulation of policy as would the senior executives in industrial and commercial firms. The grading distinction in the Civil Service between executive and administrative work has had the effect that the managerial work is regarded as of lower quality than administrative work. There is need for an accurate knowledge of the duties of the posts in question and of the qualities for which they call. Members of the Commission may have visited Departments in which the entire management and the direction of large blocks of business are carried out by the higher grades of the executive class. In reply to Question 2772 Sir John G. Lang, G.C.B. quoted as an example the naval stores department of the Admiralty. The Commission may wish to take evidence from the executive heads of such major establishments. The Society is satisfied that it would be mistaken to regard the work of these managerial posts as inferior to that of the administrative grades. The standing accorded to them and the career opportunities open to them should be comparable with those of the administrative class to which there should be greater opportunities of entry for members of the executive grades. This would enable the Official Side to fulfil the intention of Treasury Circular 5/47 (paragraph 10) that a suitable career avenue should be provided above senior executive level, both within the executive class and by promotion to the administrative class. A closer relationship between the pay scales of the two classes would facilitate flexibility in the employment of the various grades in those areas of the Service where there is a mixture of duties which cannot be conveniently segregated. The classes would continue to be employed separately and in collaboration where the duties can be clearly distinguished as executive and administrative.

### SHORTENING THE EXECUTIVE OFFICER SCALE

20. In reply to question 3271 the Treasury witness defended the present length of the executive officer scale on the grounds that it is a two purpose grade (young recruits and older promotees) and covers a wide range of responsibilities. The Society does not agree that these are reasons for having a long scale: they are reasons for having suitable starting pay arrangements for the different categories. They do not justify continued underpayment of an executive officer who has matured, is carrying the full responsibilities of the grade and is supervising staff receiving more pay than himself.

21. The Treasury stated that it is necessary to give clerical officers who come in some way up the scale a reasonable incremental run after they have entered. About 5,500 higher clerical posts have been regraded executive officer. These posts were normal promotion outlets for clerical officers and the incremental run in the higher clerical officer grade was six years. On entry to the shortened scale proposed by the Society for the executive officer grade the clerical officer would have an incremental run of not less than, and probably more than, six years (the exact run would be dependent upon the new clerical officer scale in relation to the new executive officer scale). At present, clerical officers promoted to the executive officer grade have a far longer incremental run and a far lower starting pay than was the case on promotion to higher clerical officer.

22. In reply to question 3255 the Treasury witness, commenting upon internal service relativities stated:—

“The vertical relativities are obviously, particularly in certain places, of great importance. They clearly are important as between a supervisor and those he supervises; both parties will be very conscious of whatever differentiation there may be, and many occasions arise where the higher level of responsibility accepted by the supervisor gives rise to a general sentiment that he ought to have a lead, at least of a certain amount. That kind of relativity you cannot ignore, because it is important”.

This statement completely supports the view of the Society that the executive officer scale should be constructed in such a way that officers carrying out the full responsibilities should be advanced to the upper range of the scale, thus assuring them a salary which is not less than that of the clerical officer at his maximum. The measures suggested by the Society in paragraph 148 of their memoranda (Minutes of Evidence, 8th day) would meet the two purpose nature of the grade without involving continued underpayment of recruits to the grade for their work and family responsibilities.

23. In replying to question 3271 the Treasury witness referred to the increases which would be payable to some people in the middle of the scale and stated that these ranged from £200 to £300. The greatest increase on the corresponding points principle of assimilation would be £230 and the average increase over all points of the scale would be £146. These increases are the combined product of shortening the scale, raising the minimum, and increasing the maximum. They would in no way compensate for underpayment in earlier years and are not therefore disproportionate. The Society regards the shortening of the scale as a piece of reconstruction work rather than as a pay claim. Methods of spreading the cost of shortening it as distinct from increases due to scale improvements can be considered if this is the wish of the Commission. The Society believes it to be fundamentally unsound to perpetuate a scale which gives less pay to the executive officer than that received by officers whom he supervises and which fails to provide the maximum rate of pay at the point at which the officer's value reaches its peak.

---

(7)

## PROVINCIAL DIFFERENTIATION

### Note by the Union of Post Office Workers

1. In June, 1953, the Union of Post Office Workers undertook an enquiry through its members into living costs as between selected London, intermediate and provincial offices. The intention was to ascertain the cost of a number of standard articles in the towns selected and in order to ensure complete accuracy the return was taken on the same day in all the towns concerned; the same class of commodities were purchased (subject to variations referred to) and the purchaser was required to state on oath before a Commissioner of Oaths that he had carried out the instructions given to him. The original forms are available for inspection and in every case are certified by a Commissioner of Oaths. A copy of the form used is at Appendix 1.

2. Ninety-six returns were taken from a wide and representative selection of branches of the Union; in *London*—39 branches (including 5 former outer London head offices); in *intermediate towns*—10 branches; in *provincial towns*—47 branches.

3. The geographical and population distribution was very wide as is shown by Appendix 2 which lists the branches.

4. After adjustment to uniform qualities, etc., the average cost of the 38 items in each area and the average cost of 37 items after eliminating "carrots" (some were new and some were old) is shown below:—

Area	Total cost 38 items	Cost of 37 items (carrots excluded)
	s. d.	s. d.
London (39 branches) ... ..	38 0	36 11
Intermediate (10 head office branches) ...	39 1½	37 9½
Provincial (47 branches) ... ..	39 0½	37 10½

5. It will be observed that the average cost of 38 items (and of 37 items) is slightly lower in London than outside London and that the average cost in intermediate and provincial towns is almost identical.

6. The following table shows the average price of each of the 38 items in London, in intermediate towns and in provincial towns.

AVERAGE PRICE PER ITEM

Items	London	Intermediate	Provinces
	s. d.	s. d.	s. d.
Potatoes, new, 1 lb....	7½	7	7½
Spring greens, 1 lb. ...	5½	6	6
Carrots (old and new), 1 lb. ...	1 1	1 4	1 1½
Carrots, new, 1 lb.* ...	1 4	1 5	1 6½
Carrots, old, 1 lb.* ...	7½	6	6½
Cauliflower, 1 lb. ...	1 0½	1 2½	1 1½
Lettuce, 8 oz. ...	4½	4	4½
Tomatoes, English, 1 lb. ...	1 0½	1 2½	1 2
Spring onions, 1 lb. ...	8½	1 0	1 1½
Apples, eating, 1 lb. ...	1 3½	1 6	1 4½
Apples, cookers, 1 lb. ...	1 1½	1 0	1 1½
Oranges, 1 lb. ...	9½	1 0	1 1½
Ham, ½ lb. ...	2 0	1 11½	1 10½
Luncheon meat, ½ lb. ...	1 1½	1 1½	1 1½
Sausages, pork, 1 lb. ...	2 8	2 9	2 9
Dutch cheese, ½ lb. ...	8½	8½	10
One tin stewed steak ...	2 9½	2 10	3 0
1 lb. packet porridge oats ...	11	11½	11
Small packet corn flakes ...	11½	11½	11½
½ doz. eggs ...	2 4½	2 5½	2 5
1 lb. jar Chivers jam ...	1 7½	1 7½	1 7½
1 lb. marmalade ...	1 4½	1 4½	1 5
½ lb. tea, standard quality ...	1 2½	1 2½	1 2½
½ lb. coffee, standard quality ...	1 7	1 5½	1 6½
Small loaf, white ...	4½	4½	4½
Small loaf, brown ...	6	5½	6
½ lb. Huntley and Palmers "Nice" brand biscuits ...	1 0	1 1½	1 1½
1 pint milk ...	6½	6	6½
1 lb. flour ...	7½	7	7
1 tablet Lux toilet soap ...	6	6	6
½ bar Fairy household soap ...	5½	5½	5½
Small packet Tide ...	1 0	1 1½	1 0
1 lb. washing soda ...	3½	2½	3
Cube Reckitts Blue ...	2½	2½	2½
1 small tin Mansion Polish ...	10	10	10
1 tin Vim ...	11	11	11
Small packet Birds' custard powder ...	11	11½	11½
1 packet Saxa salt ...	5	5	5
1 bottle O.K. sauce ...	1 0	1 0	1 0
1 lb. fresh herrings ...	10½	9½	11½

\* Estimated.

7. The prices of certain vegetables varied very greatly, not only nationally, but from town to town within each area. For this reason the prices and average prices relating to this group of items cannot be regarded as giving a reliable indication of comparative average costs in the different areas.

8. It is useful therefore to see what the results are if this group is excluded entirely. (The items are carrots, spring greens, cauliflower, lettuce, tomatoes and spring onions).

9. The average total costs of 32 items, excluding that group are:—

					s.	d.
London	...	...	...	...	33	4½
Intermediate	...	...	...	...	33	6½
Provinces	...	...	...	...	33	11½

10. These figures may warrant the conclusion that average prices are slightly higher in intermediate and provincial towns than they are in London.

11. The same 96 branches were then asked to supply information about charges for electricity, gas and coal with the following results.

#### COST OF ELECTRICITY PER UNIT AND AVERAGE WEEKLY COST

12. Owing to the variety of systems of charging in different areas some common basis had to be decided upon to enable a useful comparison to be made. The basis used was to work out the cost and average cost at each town for a total annual consumption of 2,000 units (500 a quarter).

13. The results (showing also average cost per week on the basis of 2,000 units a year) were:

Area	Average cost per unit (at 2,000 units a year)	Average cost per week (at 2,000 units a year)
London ... ..	1·474 pence	4s. 8½d.
Intermediate ... ..	1·257 pence	4s. 0½d.
Provinces ... ..	1·323 pence	4s. 3d.

14. The assumed average consumption of 2,000 units a year is double the amount used for the index of retail prices. If the basis of 1,000 units a year had been used here the average weekly cost would be about two thirds of the average costs shown above. Our information is that the actual average consumption may be higher than 1,000 units but the higher figure has been chosen because we have not included cost of meters and appliances.

#### GAS: COST PER THERM AND AVERAGE WEEKLY COST

15. The table below shows average cost per therm in each area and also the average weekly cost on the basis of a weekly consumption of two therms.

Area	Average cost per therm	Average weekly cost (2 therms)
London ... ..	19·56 pence	3s. 3d.
Intermediate ... ..	16·84 pence	2s. 9½d.
Provinces ... ..	20·73 pence	3s. 5½d.

#### COAL: AVERAGE COST PER TON AND AVERAGE WEEKLY COST

16. The question asked of branch secretaries did not specify the quality of coal purchased but asked only the price actually paid. There may therefore be some variation in the quality bought in the various towns though in the main the quality is likely to be group 4 coals which are of average quality.

17. The maximum retail prices of coal do however vary considerably. The following maximum retail prices of group 4 coals were given by the Rt. Hon. Geoffrey Lloyd, M.P., Minister of Fuel and Power in replying to a question on 6th July, 1953.

					<i>Per ton</i>	
					<i>s.</i>	<i>d.</i>
Troon	...	...	...	...	91	10
Edinburgh	...	...	...	...	92	9
Sheffield	...	...	...	...	89	6
Manchester	...	...	...	...	94	3
Birmingham	...	...	...	...	95	3
Bristol	...	...	...	...	109	6
Cambridge	...	...	...	...	102	5
London	...	...	...	...	118	11

These prices take account of the current reductions under the summer/winter prices scheme, of 2s. 6d. per ton in Bristol, London and Cambridge, and of 5s. per ton in other places.

18. There is a further complication, that the maximum permitted quantity of coal differs as between the southern region of the country and places elsewhere: 34 cwts per annum in the southern region and 50 cwts elsewhere. This differentiation is based on climatic conditions.

19. The results of the Union enquiry are shown in the tables below, together with the average weekly cost of buying 34 cwts per annum, in the southern region and 50 cwts elsewhere.

Area				Average cost per ton		Average weekly cost— 34 cwts per annum in south and 50 cwts in north	
				£	s. d.	s.	d.
London	...	...	...	6	2 5½	4	0
Intermediate	...	...	...	5	3 9	4	5
Provinces	...	...	...	5	9 1	4	4½

20. Summarising, we find that these three services amount to 11s. 11½d. London, 11s. 3d. intermediate and 12s. 1d. provincial.

#### COST OF LIVING ENQUIRY GENERAL SUMMARY—AVERAGE WEEKLY COSTS

21. The result of the two enquiries summarised together produces the following:—

	London		Intermediate	Provinces
	s. d.		s. d.	s. d.
<i>Food and household sundries</i> (38 items in first questionnaire)	38	0	39 1½	39 0½
<i>Electricity</i> (2,000 units per annum)	4	8½	4 0½	4 3
<i>Gas</i> (2 therms a week)	3	3	2 9½	3 5½
<i>Coal</i> (maximum ration)	4	0	4 5	4 4½
Total	49	11½	50 4½	51 1½

The enquiry into food costs did not take into account the foods rationed at the time of the enquiry—butter, margarine, cooking fats, cheese, sugar, meat and bacon.

#### CLOTHING AND FOOTWEAR

22. The enquiry did not cover clothing and footwear. The Union therefore made an enquiry of a number of nationally known firms with branches throughout the United Kingdom. A letter was addressed to each firm asking whether

the price of the same commodity i.e. quality, size, etc. was a standard price in all their branches. Replies were received on a confidential basis and were submitted to the Royal Commission on that understanding. They are not therefore reproduced.

23. It is submitted that the results as shown in the general summary completely justify the Union's contention that the cost of living is not cheaper outside London and that there is no case for a maintenance of differentials.

*Appendices showing the terms of the Union's questionnaire to its branches, the towns concerned, population of those towns and analyses of the figures quoted in the memorandum are not reproduced.*

---

(8)

## THE RELATIONSHIP BETWEEN MINIMUM AND ACTUAL WAGE RATES IN INDUSTRY

### Note by the Post Office Engineering Union

1. In the Treasury's memorandum to the Royal Commission reviewing the evidence given by staff associations about the principles that should govern the determination of pay (Minutes of Evidence, 21-22 Days, paragraph 2 of Appendix on page 955) the following views were expressed:

"... there is a great difference between rates of pay and earnings. In the industrial field wage rates not only differ substantially from wage earnings; they do not even move in parallel. This is almost entirely because earnings include piecework earnings and overtime".

2. The P.O.E.U. in its negotiations on wages based on outside rates has had occasion to consider very carefully the relationship between outside rates and outside earnings and it considers that the foregoing statement by the Treasury is so incomplete as to be quite misleading. It is incomplete because it neglects a vital element in the difference between earnings and wage rates (in the sense of minimum agreed rates, as measured for example by the Ministry of Labour wages index), i.e. the substantial supplementary payments made for a standard working week to workers other than pieceworkers.

3. Because of the importance of actual as opposed to agreed minimum rates in the field with which the Union is concerned, the Union's original memorandum of evidence quoted two authoritative views on the causes of divergence between the movements in earnings and wage rates (Minutes of Evidence, 9th Day, paragraph 99). Both of these statements, one by Mr. Penrice and the other by Professor R. G. D. Allen, confirmed the view that a major factor in the wages field since the beginning of the war has been the payment for a standard working week of rates of pay in one form or another (but excluding piecework earnings) substantially higher than the agreed minimum rates for the industry concerned. Naturally this has been of considerable practical importance to the Union since any civil service rates fixed in relation to the agreed minimum rates operating in an outside industry will be less favourable than civil service rates based upon the rates which are actually being received by timeworkers for a standard working week in that industry.

4. To substantiate its views on the subject the Union would like to submit the following additional evidence.

### I. GENERAL WAGE MOVEMENTS

#### THE ANALYSIS MADE IN THE LONDON AND CAMBRIDGE ECONOMIC BULLETIN

5. The article by Mr. Penrice (London and Cambridge Economic Bulletin, September, 1952) was really the first attempt to try and account, in a statistical way, for the divergence in the movements of the earnings and wage rates indices. Mr. Penrice did not take the "all workers" indices however; in his analysis he used the earnings index (which covers all the industries coming within

the Ministry of Labour's six monthly earnings survey) and the wage rates index covering the *same* industries—but differing from the general wage rates index in that it does not include in its composition wage changes in the mining, agricultural or distributive industries, nor wage changes on the railways.\*

6. Mr. Penrice tried to estimate to what extent each of the following factors accounted for the greater increase in average earnings than in average wages over the period 1938-1951:

- (i) Changes in the sex composition of operatives in these industries.
- (ii) Changes in the age composition of operatives in these industries.
- (iii) Changes in the relative proportions of operatives in the various industries.
- (iv) Changes in the proportion of pieceworkers in these industries.
- (v) Changes in the grading of workers in these industries.
- (vi) Changes in the number of hours worked, and in the overtime bearing hours, in these industries.

In October, 1951, the earnings index stood at 265 and the wage rates index at 196 (October, 1938=100 in both cases). The earnings index was, therefore, in October, 1951, 35 per cent. greater than the wage rates index. Of this 35 per cent., Mr. Penrice estimated that  $8\frac{1}{2}$  per cent. was due to changes in the sex and age composition in the industries since 1930;  $\frac{1}{2}$  per cent. to the movement of personnel between industries, and  $8\frac{1}{2}$  per cent. to the effect of changes in overtime and short time. This left what Mr. Penrice referred to as an "unexplained residual" of 17 per cent.,† part of which could be explained by changes in the proportion of pieceworkers in industry, part by changes in grading in industry, and part—in Mr. Penrice's view the greater part—by the growth of payments for a standard working week over and above the minimum agreed rates in industry.

7. As to the effect of piecework, Mr. Penrice thought that a generous estimate of the effect of changes in the proportion of pieceworkers over the years 1938-1951 would be that they accounted for 2 per cent. of the gap between earnings and wage rates, and that changes between occupations inside industries may have accounted for 1 per cent. of the difference. This means that something like 14 per cent. of the gap of 35 per cent. has to be accounted for by factors other than those listed in the paragraph above, and it was on the basis of this statistical result that Mr. Penrice came to the conclusion quoted in the Union's memorandum (Minutes of Evidence, 9th Day, paragraph 99). Changes in overtime and piecework earnings accounted for less than a third of the gap that grew between earnings and wage rates over the thirteen years in question.

## II. THE ENGINEERING INDUSTRY

### (a) THE COURT OF INQUIRY INTO THE ENGINEERING DISPUTE 1953-4

8. It is true that Mr. Penrice's analysis stops at October, 1951, but the same forces—full employment and a continuing high level of demand in particular—which were operating in the economy from 1940 to 1951 have continued to operate over the last four years. The evidence to support this statement comes from the engineering industry. One authoritative statement on the wages situation in the industry was that of the Court of Inquiry into the 1953-4 wages dispute. The Court said:

"We attempted to ascertain the proportion of men in the industry who receive only the minimum wage rates. The Federation furnished figures from an enquiry made in May, 1950, since when, we were assured, the proportions should not materially have changed. The enquiry related to some 90,000 skilled Fitters and 80,000 Labourers; overtime premiums were not included in the enquiry, which covered merit, lieu, compensatory and

\* The divergence between the movement of the two indices has consistently been so little as to be without material significance.

† Mr. Penrice took his calculations to the nearest  $\frac{1}{2}$  per cent., which accounts for the fact that these individual items add up to  $35\frac{1}{2}$  per cent., not 35 per cent.

other bonuses, and we understood the results to be representative, both of the industry as a whole, and of the various categories of workpeople therein. It appeared that about 3 per cent. of the skilled Fitters and 13 per cent. of the unskilled Labourers were receiving the minimum wage appropriate to their class. In addition there were a considerable number whose rates were within a few shillings of the minimum rate".

(b) THE ANALYSIS OF ENGINEERING WAGES PUBLISHED IN THE BULLETIN OF THE OXFORD UNIVERSITY INSTITUTE OF STATISTICS

9. More recently there has appeared in the bulletin of the Oxford University Institute of Statistics (September-October, 1954) the first half of a survey of wages in the engineering industry, by Messrs. K. G. J. C. Knowles and T. P. Hill. This survey is based upon an analysis of the various earnings inquiries which have been carried out from time to time by the Federation of Engineering and Allied Employers. These inquiries covered approximately 400,000 employees of federated firms, or something like half of the total number of employees of federated firms. (Their validity was accepted by the 1954 engineering Court of Inquiry.)

10. The Oxford survey showed that in June, 1953, the average wage of engineering timeworking fitters for a 44 hour week was 180s. 11d. over the country as a whole (and including Northern Ireland). This figure of 180s. 11d. is arrived at *after* deducting an estimated total of overtime earnings (including any additional overtime earnings arising from the basic rate being enhanced by merit pay, lieu rates, etc.). As is explained in their article (and in Annexe A)\* the authors say that their figure of 180s. 11d. is probably a bit on the high side; how much should be deducted from it to obtain a "true" figure is anybody's guess, but against it needs to be set the figure of the *average minimum rate* for timeworking fitters at the same date. This was 136s. 4d. Thus it cannot be far out to say that in June, 1953, the difference between the average timeworking fitter's agreed minimum rate and what he was actually paid, for 44 hours' work, was somewhere about 40s. a week—and this difference was due by definition neither to overtime nor piecework earnings. There was at the same date a similar discrepancy between the average minimum rates and the average actual wages of labourers in the engineering industry; the former were 118s. 4d. and the latter 138s.

11. It is not only about the static position that information has been collected and analysed. The relative movement of minimum and actual rates—for a standard week—can also be shown, as in the table below:

TABLE 1

EARNINGS, MINIMUM RATES AND ACTUAL RATES FOR 44 HOURS OF ENGINEERING FITTERS AND LABOURERS IN 1938, 1948 AND 1953

Timeworkers	Actual earnings	—of which		
		Earnings for a standard week		
		Total	Effective rate†	Supplementary payments
	s. d.	s. d.	s. d.	s. d.
<b>FITTERS</b>				
July, 1938 ... ..	81 6	73 9	66 0	7 9
January, 1948 ... ..	140 9	129 11	102 0	27 11
June, 1953 ... ..	208 7	180 11	136 4	44 7
<b>LABOURERS</b>				
July, 1938 ... ..	60 3	54 0	50 0	4 0
January, 1948 ... ..	113 4	101 8	87 0	14 8
June, 1953 ... ..	163 4	138 0	118 4	19 8

\* Not reproduced.

† i.e. an average of the agreed national minimum rates for the different engineering districts.

The greater increase that there has been, since before the war and after it, in actual as against minimum rates for timeworking fitters and labourers is clearly brought out in the accompanying graphs—Figs. 1 and 2\*. Again, it cannot be over-stressed that neither overtime nor piecework earnings have been responsible for the greater growth of actual rates, since they are timeworkers' rates for a standard week.

12. What of the position of timeworkers relative to pieceworkers in the engineering industry? From information contained in the article, the following facts emerge:

TABLE 2

Type of worker	Earnings for a standard week			Percentage increase	
	July, 1938	January, 1948	June, 1953	1938-1953	1948-1953
ENGINEERING FITTERS	s. d.	s. d.	s. d.		
	73 9	129 11	180 11	145·3	39·3
	87 2	147 1	203 11	133·9	38·6
ENGINEERING LABOURERS					
	54 0	101 8	138 0	155·6	35·7
	62 8	114 7	153 4	144·5	33·8

13. In the engineering industry at least it is not true that pieceworkers have improved their position relatively to that of timeworkers.†

14. Of course, even the information about the engineering industry is not up to date, but that is inevitable since it is only when current wages information has been analysed that reliable data on such subjects as actual wages can be obtained. The processes of compilation of data, its publication and then analysis necessarily take a lot of time. However, the Union does not believe that there have been any developments in the economy since the middle of 1953 which will have had the effect of reversing the trends in the engineering industry. If anything, with even more employment now than then, and delivery dates lengthening, the features observable in 1953 will be even more clearly present in 1955. This would certainly seem to be the implication of the recent comment of the Financial Times labour correspondent:

"The acute shortage of labour in engineering in recent years has led to a galaxy of bonus and incentive payments, merit rates, lieu rates and compensatory rates for timeworkers whose work does not permit of payment by results, and other supplementary forms of reward which have had the effect of divorcing the national wage structure more and more from actual earnings. There has been a sharp increase in these special payments during the past year, when employers have been more and more bidding against each other to secure skilled labour". (7th March, 1954.)

In any case, however, all the available information—which with the exception of the view just quoted does not go beyond 1953—shows that the Treasury's judgment of the situation is seriously at fault.

### III. CURRENT INFORMATION ABOUT INDUSTRIAL PRACTICE

15. How representative the engineering industry is the Union cannot say. The figures put together by Mr. Penrice certainly show that the growth of the level of actual wages in the economy, to a greater extent than the growth of minimum wages, has been a general feature. There are of course many industries where

\* Not reproduced.

† Further extracts from this article were given in Annexe B (but are not reproduced).

only standard rates apply, as in electricity supply, local authorities, railways and others. In these industries, anything like the pattern of wage rates in the engineering industry cannot occur. Equally, however, there are many industries in which the agreed rates are only minima, and in these it is reasonable to suppose that something like the engineering wages pattern will be reproduced. Such industries are building, electrical contracting, the motor retail repair and garage trade and others.

16. The particular way, or form, in which minimum rates are exceeded naturally varies. The impression of some observers is that the form is often incidental to the need to pay over the rate. In electrical contracting, for example, it is most usual simply to pay over the rate—and the information given to the Union from an authoritative source is that it is today customary to pay 2d. and 3d. an hour over the agreed rate to electrician journeymen, raising the agreed London rate from 176s. to 183s. 4d. and 187s. (in terms of the 1953 rates quoted in the Union's original submission, Minutes of Evidence, 9th Day, paragraph 945). In the building industry, there is a clause in the national wage agreements which—to quote the publication "Time Rates of Wages and Hours of Labour" (April, 1954)—

"permit the introduction of incentive systems of bonus which, in the case of England and Wales, are to be on the basis of giving an operative of average ability and capacity a reasonable opportunity to achieve earnings 20 per cent. higher than those yielded by the normal prescribed rate".

In the engineering industry there is a proliferation of arrangements allowing the payment of rates above the minimum rates for a 44 hour week, and these are described by the authors of the Oxford Survey, already referred to, in Annexe B.\*

17. It should be emphasised that where the additional payments are made in the form of direct incentive payments, the incentive element has in many cases been lost sight of. To take an opinion from a field of employment which the Union had occasion to study in 1953-54—the motor transport trade—the "Commercial Motor" of 10th July, 1953, in an article entitled: "Is the Incentive Bonus economic?" said:

"One of the factors in modern commercial development has for some time been what is termed the 'incentive bonus'. As the term implies, this was designed as an additional reward for those who were considered to have performed their work so well as to merit it. With the passage of time, however, the original reason for its introduction is apt to be forgotten and the bonus becomes almost merged into regular wages and, as such, it is expected more as a right than as something designed to expedite production".

18. There is too the special point of particular importance to the grades represented by the Union, that the payment of lieu rates or special forms of bonus is frequently made to maintenance (as well as to other ancillary) workers to compensate them for the fact that they cannot earn the bonuses which it is open to production workers to earn. Thus, at Humber Limited the electrician receives a lieu rate of 40s. 2d. and his total rate is made up like this:—

TABLE 3

Grade	Consolidated time rate	Merit rate	Lieu rate	Total inclusive hourly rate 44 hr. week	Plus production bonus (approx.) 44 hr. week	Approx. gross total 44 hr. week
Electrician ...	£ s. d. 7 6 3	s. d. 19 6	£ s. d. 2 0 2	£ s. d. 10 5 11	s. d. 16 6	£ s. d. 11 2 5

\* Not reproduced.

At Standard Motors Limited the maintenance workers receive a bonus on their basic rate which is based on the bonus earned by the production workers. At Fords Limited the maintenance workers and the production workers all earn the same rate. The same practice is now carried on at some of the Government industrial establishments. For example, in the Ministry of Supply's engineering and filling factories, there are schemes by which bonuses for maintenance workers are related to the earnings of the production workers. How widespread is the arrangement for paying bonuses, and how important a factor this is, was brought out in the final report of the Court of Inquiry into the recent railway wages dispute, when the Court said that one of the disadvantages of railway employment was that:

"most Railway workers do not have the same opportunity of enhancing their earnings by piecework or bonus schemes as do workers in many other industries". (Paragraph 69.)

19. In the light of these facts it appears to the Union of importance that where comparisons arise with outside skilled workers the comparisons should be with the rates actually received and not with the national agreed rates. As the Union has shown these nationally agreed rates are extensively and substantially exceeded—and by timeworkers working a standard working week.

---

## (9)

### COMPARISONS BETWEEN TECHNICAL OFFICERS AND TREASURY TECHNICAL CLASSES

#### Note by Post Office Engineering Union

1. In paragraphs 175-7 of its original memorandum (Minutes of Evidence, 9th Day) the Union referred to some comparisons with Treasury technical class III posts in support of its claim for a substantial improvement in the pay of technical officers. This was a subject covered by Sir Gordon Radley when giving evidence on behalf of the Post Office (Minutes of Evidence, 20th Day, questions 3028-9) and it appears to the Union that it will perhaps be useful to provide some further comment.

2. At present the maximum pay of the technical officer grade is below the minimum pay of the Treasury technical class III scale. If one takes the figures at 1st January, 1953—which have for consistency's sake been used throughout the Union's evidence—the technical officer maximum was the annual equivalent of £532 a year. At that date the Treasury technical class III scale was £540 to £670 per annum. The Union argued that since much of the work of technical officers is comparable in kind with the work carried out by sections of the technical class III grade, a scale of pay is justified which at least overlaps the technical class III scale. As will be seen from paragraph 95 of the Union's original memorandum the scale which it has in mind was £515 to £640—as against the £540 to £670 of technical class III.

#### GENERAL BASIS OF COMPARISON

3. In presenting to the Post Office in January, 1954, its value of work claim for the engineering grades the Union dealt with the comparisons with the Treasury technical classes at considerably greater length than it did in submitting its evidence to the Royal Commission later in that year. It may be useful, however, now to summarise the arguments advanced to the Post Office in January, 1954, and to indicate some of the examples which the Union has in mind.

4. The reorganisation of technical staff in the general Civil Service into the Treasury technical classes in 1948, and the Post Office engineering reorganisation of two years earlier can both be considered part of a general post-war revaluation of the place of technical work in the Civil Service. But the reorganisation

of the technical classes was a more general adjustment than that which occurred in the Post Office and since it came later it took a fuller account, in the pay levels which were associated with it, of the general enhancement of technical rates of pay in the country by comparison with pre-war. The National Whitley Council Report on the "Structure of the Post-war Civil Service", said of the Treasury technical class reorganisation that resulting from it "the status of these classes was greatly raised".

5. The agreement setting up the Treasury technical classes specifically excluded the telecommunications grades in the Post Office on the ground that a separate reorganisation had already been carried out. Since, however, the Treasury class reorganisation was so much more general an operation and took account so much more adequately of the enhanced level of payment for technical work in outside industry, the Union has contended consistently that the rates of pay for Post Office engineering work, particularly in the case of the technical officers, should be reviewed in the light of the later reorganisation to establish a more reasonable relationship with the Treasury technical class levels of pay. It feels that the relationship which it proposed in paragraph 95 of its original memorandum (Minutes of Evidence, 9th Day) was an extremely reasonable and thoroughly justified one.

### COMPARISON OF WORK PERFORMED

6. The essential feature of the Treasury technical class structure is its flexibility. While grade III is mainly composed of men whose jobs are principally supervisory or principally technical in character, there were groups assimilated to grade III whose work might be described as "technical-cum-craft" in character—i.e. of the same type as that done by technical officers. The reorganisation of the technical classes was deliberately designed to provide a common pattern for very varying types of work, so that groups of staff were brought into the technical classes whose work was not of the same type as that done by the bulk of their membership—but the value of whose work was considered to be broadly equivalent to the value of that done by the majority of the grade in which they were placed. In the light of this it appears to the Union to be well justified to endeavour to set a value on technical officer work by reference to some blocks of work within the Treasury technical grade, and it is of secondary importance whether these blocks of work absorb a majority or a minority of the members of grade III of the technical classes.

7. There will be found in the Annexe to this memorandum extracts from the Union's statement to the Post Office in January, 1954, in which the Union describes these blocks of work undertaken by members of class III of the Treasury technical classes which it believes are comparable in kind to the work done by the bulk of the technical officer grade.

8. The statement made by Sir Gordon Radley in reply to question 3029, where he admits an overlap between technical officer and Treasury technical duties (a "marginal field"), gives support to the general contention of the Union that the technical officer scale should overlap that of grade III. In the Union's view, which it believes would be substantiated by independent inquiry, the extent of this overlap is somewhat greater than is indicated by Sir Gordon Radley's remarks.

9. The contrast suggested between the "working grade" of technical officer and the Treasury technical class grade III—which is in the Union's view an artificial contrast—does not weaken the Union's argument that higher pay than the present is justified. The scientific officer grade and the experimental officer grade are both presumably "working grades" in the sense in which Sir Gordon Radley uses the term. The Union does not seek to draw any precise comparisons between their work and that of technical officers, but both it should be noted have a maximum rate not only far above the technical officer maximum, but also above that of grade III.

## TECHNICAL QUALIFICATIONS FOR TECHNICAL OFFICERS

10. In the Union's view, therefore, comparisons of the work done by sections, at least of the technical classes in grade III and technical officers are valid on merit; and it is on this ground that the Union's claim for a scale closer to the Treasury technical grade III scale is based. But the Post Office have argued that the claim is unjustified because a standard of technical qualification is essential for that grade, but not for the technical officer grade. This is a subject on which the Union has already submitted a supplementary memorandum (reproduced as statement (12) in the first Appendix to the minutes of Evidence). While it is true in a strict sense to say, as indicated in reply to question 3030, that the Post Office have never declared possession of the Inter Grouped Course Certificate to be indispensable for entry to the technical officer grade, the pronouncements made at the time of the 1946 reorganisation leave little room for doubt that it was then the official intention that as soon as practicable entry to the technical officer grade should normally be confined to people in possession of this Certificate. Evidence from the documents of the time is quoted in Annexe B.\*

11. In their oral evidence to the Royal Commission the Post Office witnesses put heavy emphasis upon the vocational courses that are available to Post Office engineering staff. The Union does not in the least underestimate the value of these courses, and they were of course referred to fully in the Union's original memorandum (Minutes of Evidence, 9 Day, paragraphs 125-34). It is true that there has been some small reduction in the volume of Post Office training—as part of the general reduction made on economy grounds in training throughout the Civil Service. The number of courses, however, as the Post Office witnesses confirmed, have increased and this is not due merely to a “fragmentation” deriving from the desire to increase specialisation. The shortening of some courses has derived rather from a belief that for a man to have shorter courses with intervening periods of field experience assists assimilation of the course instruction.

12. The Post Office however themselves recognise that these vocational courses must be supplemented by study in a man's own time. Evidence of the importance attached to this is contained in the Engineering Instruction (Staff, Training I 0002), already quoted in paragraph 135 of the original memorandum (Minutes of Evidence, 9 Day). This Instruction has since been re-issued in a slightly revised version as recently as the 11th August, 1954, and begins as follows:

“The Department attaches considerable importance to the furthering of the technical education of engineering and drawing office grades. Although extensive training is given at the Department's Central and Regional Training Schools, particularly in the practical aspects of day-to-day work, it is highly desirable that this should be supplemented by theoretical technical studies. To this end the Department provides facilities for the study of Telecommunications Engineering, National Certificate, Institution Examination of the I.E.E. and Engineering Degree Courses under conditions which are described below. These courses are arranged in co-operation with local education authorities and, for grades other than trainees, are followed at evening classes.”

It might be of interest to the Commission if the Post Office provided copies of this Engineering Instruction in full.

## THE EXTENT TO WHICH QUALIFICATIONS ARE HELD

13. The Post Office witnesses quoted a figure of 10·5 per cent. of the technical officer grade who possess the Inter Grouped Course Certificate. That figure was for December 1953 and there can be no doubt that later figures will show a steady growth in this figure. In this connection the Union would like to draw attention to the figures and arguments contained in paragraph 8 of its supplementary memorandum already referred to, which give some indication of the trend.

---

\* Not reproduced.

Incidentally, they also show that if figures for December, 1953, include officers holding the Ordinary National Certificate or higher qualifications along with those holding the Inter Grouped Course Certificate itself, the figure for that date is 13.1 against the 10.5 per cent. quoted by the Post Office.

14. Since the publication of the evidence given by the Post Office witnesses a number of the Union's branches have commented on these figures. It seems as though the official figures may understate the position inasmuch as they reflect only those technical qualifications which have been officially recorded. In any case the figures as quoted do not indicate the substantial number of members of the engineering grades who possess technical certificates below the standard of the Inter Grouped Course. Many of these are of course progressing towards the Inter Grouped Course standard of qualifications; it is, therefore, the expectation of the Union that the proportion of technical officers holding that qualification will tend steadily to grow. An attempt has been made in Annexe C\* to indicate the extent of technical qualifications among technical officers in some specimen areas at a recent date.

### COMPARISONS WITH THE TREASURY TECHNICAL CLASSES IN RESPECT OF QUALIFICATIONS

15. If the position with regard to the holding of technical qualifications in the technical officer grade is therefore not absolutely clear cut (and certainly in practice considerable weight continues to attach to technical qualifications in selecting individuals for advancement to the technical officer grade), neither is it clear cut in the technical classes field. For it is most material to note that it is by no means universal for the members of grade III to be required to possess on entry to the grade the certificate qualifications which are officially appropriate to the grade. Of course, when the technical classes were set up, the great majority of the entrants did not have the certificate qualifications, since they were in fact the people in post at the time. But the reconstruction period is over now, and it is to the current recruiting practice that the Union is referring in the comment above.

16. For example, the Union has recently been informed that in the Ministry of Supply recruits to the permanent establishment are not necessarily required to have, and do not normally have, the full prescribed qualifications. The Ministry have not so far held any open competitions for recruitment to the technical class either for established or unestablished posts. Vacancies are almost wholly filled by promotion from their own industrial employees. To be eligible for promotion the employee must fulfil a requirement of eight years' experience in the appropriate technical field, but the possession of a National Certificate or equivalent is merely a desirable and not an essential qualification. The same standard is applied in the limited competitions for establishment in the class. Occasionally recruits are taken from outside but the numbers obtained in this way are very small and the standard required is the same as that expected from those within the Department. The Union can provide official confirmation about this state of affairs if necessary.

17. This situation may also exist in the War Office, since advertisements for technical class posts there say only that the appropriate technical qualifications are "desirable", not essential. An example of a recent War Office advertisement is reproduced in Annexe D.\*

18. In the light of this evidence about the comparisons between technical officer and technical class work that can validly be made, and about the relative importance that is attached to the holding of technical qualifications in the two fields, the Union's proposals for an improvement in the pay of technical officers, to give them a scale which more substantially overlaps that of the Treasury technical class III grade, is a reasonable and even modest one.

---

\* Not reproduced.

## THE TREASURY TECHNICAL CLASSES

Description of some of the work of members of grade III  
which is comparable with technical officer work

EXTRACTS FROM THE EVIDENCE SUBMITTED TO THE POST OFFICE BY THE UNION IN JANUARY,  
1954 IN SUPPORT OF ITS VALUE OF WORK CLAIM

*(a) Previous evidence submitted*

"The bulk of the technical work in the Civil Service that is comparable, broadly, with the work of the Technical Officer grade is to be found in Grade III of the Treasury Technical Classes. The Union has previously drawn the attention of the Post Office to this fact, and has cited examples of where this comparability exists. Thus comparisons have been drawn, among others, between the work of the Technical Officers of the Engineer-in-Chief's Test and Inspection Branch, and that of Grade III (and Grade II) Test and Inspection Officers employed by the Admiralty, War Office, Ministry of Supply and Ministry of Works. Comparison has also been made between the Ministry of Works Grade III Clerk of Works, who handles contracts valued up to £20,000 and the Technical Officer Clerk of Works in the Engineering Department; also between Grade III Engineering Assistants in the Ministry of Works, who work in a non-supervisory capacity at Divisional Headquarters, and certain of the Technical Officer duties.

*(b) Anti-Aircraft Command*

"To these, there are other comparisons the Union would like to add. First, there is the Anti-Aircraft Command of the Army. This is divided into a number of commands. In each command there is a Grade II Technical Class man responsible for the maintenance of all anti-aircraft control equipment, wireless equipment, electronic detectors and other equipment of this kind, under whom there are a number of Technical Assistants Grade III, and each of these will usually have an average of two individuals to assist them. In the South-East Area Command the Grade II man in charge has eighteen Technical Assistants Grade III working for him. These Technical Assistants take sole responsibility for the maintenance of the equipment which is in their charge. Often they will be responsible for individual items of equipment worth £10,000 or more; they are usually attached to isolated units as the only civilians, and in fact, therefore, as has been said, have sole responsibility for the equipment. They also have responsibility for money. They frequently work with their own tools alongside their assistants.

"It is the Union's view that the Technical Assistants Grade III employed on this work are comparable in responsibility and technical knowledge with Technical Officers in the Post Office since the Technical Assistants Grade III exercise no more supervision than is exercised by many Technical Officers, and are required by the nature of the work to handle tools in much the same way as are Technical Officers.

*(c) The Telecommunications Section of London Airport (M.C.A.)*

"The Union would also draw the attention of the Post Office to the work done by the Telecommunications Section of the Ministry of Civil Aviation at London Airport. This section is responsible for all the electrical radio communications that are necessary to run the Airport, and to ensure the safety of the aircraft landing and taking off. The Grade III Technical Class men employed there (who are designated Telecommunications Technical Officers III) are concentrated in that section of the work concerned with ground control approach.

"There are four T.T.O.III's and eight Radio Technicians, so arranged as to be on 24 hour duty. Each T.T.O.III, that is to say, is assisted by two Radio Technicians. There are two Equipments which have to be maintained by this section. One is always in operation, and the other is undergoing routine maintenance. The four T.T.O.III's are between them responsible for the functioning and correct operation of the ground control Equipment. They must keep it going and say when it is not functioning according to the books. The T.T.O.III's are responsible for both the Equipments in their watch. In bad weather they have to remain with the operational Equipment, but in good weather when they can get away from the operational Equipment they attend to the routine maintenance in the stand-by Equipment. It should be said that these T.T.O.III's are responsible for the correct operation of these Equipments and they are certainly expected, and certainly do, carry out maintenance and repairs with their own hands and with their own tools, in addition to that done by their two Technicians.

"There are, of course, similar ground control Equipments in other aerodromes up and down the country, and there also T.T.O.III's are responsible for their operation and maintenance. However, in other aerodromes there is only one Equipment and not two. At London Airport itself there is a further T.T.O.III responsible for the Transmitter Station during daytime. His duties are not dissimilar from those of the other T.T.O.III's mentioned above.

*(d) Maintenance Division (M.C.A.)*

"Not dissimilar to the type of work carried out by these T.T.O.III's is that carried out by Grade III members of the Technical Classes in the Maintenance Division of the Ministry of Civil Aviation.

"The Ministry of Civil Aviation operates a dual system of maintenance for the Airports under its control in the United Kingdom. There are, in the first place, teams of men at each Airport responsible for maintenance, and there are also a number of teams that visit the Airports regularly to undertake independent checking and maintenance duties.

"As to the first group, at each Airport there are T.T.O.III's responsible for the technical servicing of all equipment outside of the checking done by the "roving" groups from Divisional Headquarters. (These do quarterly checks).

"The items included in such maintenance are, for example: Transmitters, Receivers, Landing Aids, Beacons, Line Direction Finding Equipment, etc. Normally, the T.T.O.III's responsible for this maintenance have the assistance of Radio Technicians in the ratio of something approaching two to one. Together with maintenance which is done at each airfield, there is the assistance, as has been mentioned, of Technical Maintenance parties. These are responsible for the quarterly maintenance of airfield equipment and they are made up of one T.T.O.III and two Radio Technicians and a Driver. These numbers can be departed from on some occasions.

"There are also a number of parties responsible for the maintenance of Radio Stations which are dotted about the country in isolated and unmanned situations. The parties which maintain these Stations consist usually of one T.T.O.III and one Radio Technician, and they are responsible for complete overhauls and weekly inspections, and the putting right of faults at the various Stations up and down the country. The T.T.O.III in charge is completely responsible for maintaining this service.

"The Union holds that there is a close comparison to be made between the work of these Grade III men in the Ministry of Civil Aviation and that of Technical Officers. It needs to be borne in mind that a number of the T.T.O.III posts in the Ministry of Civil Aviation are working posts involving no supervision at all."

---

(10)

**COLLECTIVE BARGAINING IN THE POST OFFICE**

**Note by Post Office Engineering Union**

(This supplements material contained in paragraphs 22-6 of the Union's written evidence and in the supplementary memorandum published as statement (11) in Appendix I to the Minutes of Evidence. Questions 1262-70, Minutes of Evidence, 9th Day also refer.)

1. Since the Union forwarded on the 30th September, 1954, its supplementary memorandum, it has proved necessary to refer two more matters to the Civil Service Arbitration Tribunal. As will be seen from the particulars set out below, on each occasion the award represents a substantial increase on the Post

Office offer, and indeed was given largely against a Post Office contention that there should be no change in existing arrangements:—

### ANNUAL LEAVE AWARD

	Previous entitlement (days)	Entitlement following Award (days)
<b>ENGINEERING GRADES</b>		
Technical officer ... ..	16	18
	18 after 5 years service as T.O.	20 after 5 years qualifying period
Technician I ... ..	16	18
Technician IIA ... ..	13	15
	established	12
	unestablished	13
Technician IIB ... ..	13	15
	established	12
	unestablished	13
Labourer ... ..	13	No increase
	established	
	unestablished	
Youth-in-training ... ..	12	" 13 "
	unestablished	
<b>MOTOR TRANSPORT GRADES</b>		
Mechanic-in-Charge—		
grades I and II ... ..	18	20
grade III ... ..	18	No increase
Senior Mechanic ... ..	18	
Mechanic A ... ..	13	" 15 "
	established	
	unestablished	13
Mechanic B ... ..	13	No increase
	established	
	unestablished	
Garage assistant ... ..	13	
	established	" "
	unestablished	
Labourer ... ..	13	" "
	established	
	unestablished	
<b>SUPPLIES GRADES</b>		
Warehouseman ... ..	16	No increase
Storeman ... ..	13	" "
	established	
	unestablished	
Packer and porter (M) ... ..	13	" "
	established	
	unestablished	
Packer and porter (F) ... ..	13	" "
	established	
	unestablished	
Watchman ... ..	13	" "
	established	
	unestablished	
Storeboy (M) and (F) ... ..	12	" "
Storewoman ... ..	13	" "
	established	
	unestablished	
Driver ... ..	13	" "
	established	
	unestablished	
Guard ... ..	13	" "
	established	
	unestablished	
<b>FACTORY GRADES</b>		
Post Office fitter ... ..	13	17
	established	15
	unestablished	15
Telephone mechanic ... ..	13	15
	established	13
	unestablished	No increase
Assistant telephone mechanic (F) ... ..	13	
	established	13
	unestablished	13
Junior mechanic ... ..	12	13
	established	13
	unestablished	13
Youth-in-training ... ..	12	
	established	
	unestablished	

No improvement in leave was offered by the Post Office.

# MOTOR TRANSPORT GRADES AWARD\*

## LONDON SCALES ONLY

	Old scale	Post Office offer	Tribunal award	Increase
	s. d.	s. d.	s. d.	s. d.
MECHANIC B				
Age 21 ... ..	131 0	140 0	144 0	13 0
Age 22 ... ..	133 6	144 0	148 0	14 6
Age 23 ... ..	135 6	148 0	152 0	16 6
Age 24 ... ..	138 0	152 0		14 0
Age 25 or over ... ..	140 0			12 0
	142 0			10 0
	145 6			6 6
	149 0			3 0
	152 0			Nil
GARAGE ASSISTANT ... ..	132 6	No offer	140 0	7 6
	137 6		140 0	2 6
LABOURER (MOTOR TRANSPORT) ...	129 0	No offer	133 6	4 6
	131 0		133 6	2 6

\* The grades concerned are those which were not included in the Award referred to in the Union's supplementary memorandum (published as statement (11) in Appendix I to the Minutes of Evidence)—i.e. the remainder of the motor transport grades.

2. In the period since 30th September, 1954, the Union has reached the conclusion that the attitude of the Post Office is so out of accord with the spirit appropriate to collective bargaining that it has felt it necessary to circulate a memorandum on the subject to Members of Parliament. No developments have, however, taken place which have given the Union any cause to revise the opinion expressed in paragraph 3 of the supplementary memorandum (published as statement (11) in Appendix I to the Minutes of Evidence).

## (11)

### ASSISTANT (SCIENTIFIC) CLASS WASTAGE

Note by the Institution of Professional Civil Servants  
(Question Nos. 2052-3)

1. In the examination of chapter IX the Commission expressed its interest in the wastage of assistants (scientific) trained at public expense following completion of military service and the Institution undertook to furnish details relating to Meteorological Office staff. The required information is given in the following tables, the material on which the tables are based, which was obtained from Meteorological Office official sources being given in the Appendix\* to this memorandum.

#### TOTAL DEPARTURES

Year	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Year	Strength† 1st Jan.
1949 ...													179	1,295
1950 ...													170	1,301
1951 ...	12	16	20	23	19	23	15	20	34		24	17	251	1,309
1952 ...	13	28	17	16	19	16	13	19	23	22	16	16	218	1,265
1953 ...	20	17	13†	14	17	17	21	24	22	25	9	17	216‡	1,334
1954 ... (8/12)	14	10	7	11	20	19	20	15	—	—	—	—	116	1,284

\* Not reproduced.

† Established and temporary assistants (scientific) plus R.A.F. Met. servicemen.

‡ Three C.O.s on trial that did not stay are omitted.

MAIN REASONS FOR LEAVING  
(excludes termination of appointments)

	1949	1950	1951	1952	1953	1954 (8/12)	Total
Better jobs, prospects, pay (Note 1) ...	90	64	82	59	87	34	416
Dissatisfied with Met. Office (Note 2) ...	18	33	30	44	24	18	167
Refused reinstatement offer after National Service ...	*	*	40	42	28	24	134
H.M. Forces (not R.A.F. Met.) ...	17	16	25	20	15	4	97
Study difficulties ...	18	17	17	10	11	1	74
Emigration ...	6	4	3	5	5	8	31
Other Met. services ...	*	*	14	9	11	4	38
Personal, births, marriages, deaths, health ...	24	35	31	25	30	21	166
Total ...	173	169	242	214	211	114	1,123

\* Figures not available, as such.

Note 1: Includes "insufficient pay" and "teaching".

Note 2: Includes "disliked roster duties" and "to be nearer home".

2. It will be seen that the "normal wastage" (for personal reasons) from the assistant (scientific) grade in the Meteorological Office is only about 15 per cent. of all resignations per annum. The rather high percentage, 21 in 1950 is unexplained. The remainder of resignations are directly due to unsatisfactory conditions, although perhaps not quite so directly in the case of those joining branches of H.M. Forces other than R.A.F. Met., and those joining other met. services. Resignations of temporary staff are much higher than those of established staff (619 as compared with 162 in the period under review). This is the inevitable result of the system of recruitment to the assistant (scientific) class under which all entrants must undergo a period of temporary service before being considered for establishment.

## (12)

### DEFINITION OF THE WORK OF THE WORKS GROUP OF PROFESSIONAL CLASSES

#### Note by the Institution of Professional Civil Servants

(Question No. 1996)

1. In question 1996 on page 653 of the Minutes of Evidence for the 13th Day of the Royal Commission on the Civil Service, Mr. Menzler asked for "one or two more cases where you see the work to be out of keeping with the definition given for the work of the basic grade in paragraph 8".

2. In paragraph 124, chapter V, page 26 of the Institution's case reference is made to the effect of the Report of the Gardiner Committee on the Works Group, and in paragraph 129 is quoted paragraph 8 of the Gardiner Report defining the functions and responsibilities of the general body of the class. That definition is:—

"(a) The Senior Grade supervises and controls blocks of work and deals directly with the more difficult and responsible individual projects.

(b) The Main Grade handles the greater part of the day-to-day business.

(c) The Basic Grade is that in which new entrants first gain experience of Civil Service methods generally and of the work of their own Departments in particular, and perform the simpler jobs and provide skilled assistance to members of other grades."

3. In the course of the cross-examination of the Institution's witnesses attention was directed to paragraph 21 of the Gardiner Report. The quotations from the Gardiner Report by Mr. Menzler given in question 1991 on page 652 of the Minutes of Evidence are:—

"We regard this claim as unsound in principle and unjustifiable on merits. We take the view on the one hand that complements should be based, as is now the case, on the requirements of the work and that a pattern of fixed ratios as suggested by the Institution would lead inevitably to paying more for some jobs than they are worth."

"The existing grading standards on the other hand seem to us to be in general reasonably well adapted to the need of the case, and our pay proposals are founded on the assumption that those standards will, by and large, continue to be applied."

4. The Institution's reply on this issue is given in reply to question 1992 *et seq* and, summarised, is that paragraph 21 of the Gardiner Report cannot be read on its own; paragraph 21 makes certain assumptions as to the work performed by the general body of the works group and the only definition of what the Committee's understanding of that work was is in paragraph 8 of the Report.

5. There are bound to be difficulties in dealing with an issue of this kind because a proper understanding of work and responsibilities is possible only by a detailed examination of the work itself. It is gratifying to the Institution that the Royal Commission has made a number of visits in order to examine the facts. It may be that the Commission will feel itself impelled to make further visits after consideration of the following paragraphs.

6. In considering how, most helpfully, to comply with the Royal Commission's request, it has seemed to the Institution that a formal description of duties does little to distinguish basic from main grade functions unless the descriptions are accompanied by a wealth of detail showing the breakdown of the work in every phase, Department by Department; even then the emphasis on responsibility is difficult to convey in clear terms.

7. The Institution thinks there are two useful automatic indications of the extent to which the basic grade is utilised as a grade doing the "day-to-day business" as distinct from one "in which new entrants first gain experience of Civil Service methods generally and of the work of their own Departments". These indicators are

- (a) the number of officers in the grades, and
- (b) the length of time staff spend in the grade, on the average, before promotion.

8. In paragraph 129 of its case the Institution directed attention to the complementing figures set out in paragraph 237 of the Factual Memorandum. The figures in paragraph 237 of the Factual Memorandum are:—

	Numbers at 1st April, 1953		
	Established	Temporary	Total
Directing posts at salaries above £2,250 ...	24	4	28
Directing posts at £2,250 and £2,100 ...	140	4	144
Superintending grade ... ..	468	35	503
Senior grade ... ..	1,551	141	1,692
Main grade ... ..	3,440	980	4,420
Basic grade ... ..	3,582	2,162	5,744
			12,531

It is clear from these figures that the basic grade is employed much more extensively than is compatible with the paragraph 8 definition.

9. On the second point, that of the length of time staff is at present obliged to spend in the grade before promotion, it will be seen from the Appendices that in the Air Ministry the basic grade officer has to wait on an average ten years, while in the lands branch of the War Office the wait is fifteen years, and in the valuation office of the Board of Inland Revenue the situation is even worse. Such periods in the basic grade are not compatible with the paragraph 8 definition. Figures of this kind cannot be aggregated over the Civil Service because departmental experience varies but details are given in the Appendices for the particular Departments there dealt with.

10. It seemed to the Institution that it would be helpful to the Royal Commission to have some details of Departments where the complementing is more in line with the Gardiner Committee's definitions. These it gives in

Appendix I—Ministry of Housing and Local Government  
and

Appendix II—Department of Agriculture for Scotland.

11. In the Institution's statement of case details were given about the estate surveyors in the Ministry of Works (see paragraph 131 *et seq.*). The Institution now limits itself to three Departments in which to describe the situation which can be regarded as typical of the works group. It has chosen the directorate general of works of the Air Ministry, the lands branch of the War Office, and the valuation office of the Board of Inland Revenue. The circumstances in each is set out in—

Appendix III—Air Ministry, directorate general of works

Appendix IV—War Office, lands branch

Appendix V—Board of Inland Revenue, valuation office.

These Departments have been chosen as a good sample of works group employment in the Civil Service; the Air Ministry showing the big general organisation, the lands branch the small highly specialised organisation, and the valuation office a big departmental variant.

12. While the Institution has given two examples of organisations that approximate more closely to the Gardiner paragraph 8 definitions and three in the contrary direction, it must not be assumed that this is the proportion in which the issue resolves itself in the Civil Service. The general situation is as set out in Appendices III, IV and V. That this must be the case is shown by the general staffing figures given in the Factual Memorandum and quoted above.

13. If the Royal Commission desire any more detail of the cases quoted or would like further examples on the lines of Appendices III, IV and V, the Institution will be happy to provide them.

## APPENDIX I

### THE DUTIES AND RESPONSIBILITIES OF WORKS GROUP AND WORKS GROUP VARIANTS IN THE MINISTRY OF HOUSING AND LOCAL GOVERNMENT

#### INTRODUCTION

1. The Ministry of Housing and Local Government was formed as a result of a fusion between the former Ministry of Town and Country Planning (dealing with the administration of the Planning Acts) and that section of the Ministry of Health dealing with housing and local government.

2. The professional staff consist of planning officers (who are at present on works group scales plus a lead), planning inspectors, architects, quantity surveyors, estate surveyors and engineers who are on straight works group scales.

#### STRUCTURE

3. It will be perhaps best to deal with the professional structure of Housing and Local Government as it affects each group of staffs and to give in the same section the complements because, since 1952, the staffing has been in a state of flux due to partial implementations of proposals put forward by a departmental working party on the structure and complementing

of the various sections of the staff. Generally it can be said that appointment is into the main grade of the works group, save that in certain sections there are a few appointments into the basic grade but of so small a number as to make it clear that they are there for the purpose of getting a training in departmental organisation prior to promotion into the main grade handling the day-to-day business of the various sections.

(a) *Planning inspectors*

The work of the inspectorate is to hold enquiries under the Town and Country Planning Acts and Housing Acts. These officers act in a quasi judicial capacity and the results of the public enquiries which they hold and a report thereon are forwarded to the Minister to enable him to make decisions in accordance with his statutory obligations on planning and housing questions. The structure and complement is as follows:—

Chief planning inspector	...	...	...	...	1	— Directing level
Deputy inspectors	...	...	...	...	2	— Superintending grade
Senior inspectors	...	...	...	...	20	— Senior grade
Inspectors	...	...	...	...	34	— Main grade

(b) *Planning officers*

These are on works group scales plus a lead and their job is to give technical advice relating to planning questions.

The complement is as follows:—

Chief technical planner	...	...	...	...	1	} Directing level
Deputy chief technical planner	...	...	...	...	2	
Superintending planning officers	...	...	...	...	5	— Superintending grade
Planning officers	...	...	...	...	16	— Senior grade +
Assistant planning officers	...	...	...	...	39	— Main grade +
Planning assistants	...	...	...	...	3	— Basic grade +

(c) *Architects*

These have duties under the Housing Acts to advise local authorities on architectural matters relating to housing. Their complement is as follows:—

Chief architect	...	...	...	...	1	— Directing level
Superintending architect	...	...	...	...	1	} Superintending grade
Principal architects	...	...	...	...	14	
Senior grade architects	...	...	...	...	35	— Senior grade
Main grade architects	...	...	...	...	27	— Main grade
Basic grade architects	...	...	...	...	3	— Basic grade

(d) *Quantity surveyors*

Working in conjunction with the architects are the quantity surveyors with a complement as follows:—

Chief quantity surveyor	...	...	...	...	1	— Directing level
Senior grade quantity surveyors	...	...	...	...	9	— Senior grade
Main grade quantity surveyors	...	...	...	...	2	— Main grade

(e) *Estate staff*

These officers advise on estates matters connected with housing and planning. Their complement is as follows:—

Chief estates officer	...	...	...	...	1	— Superintending grade
Estates officers	...	...	...	...	10	— Senior grade
Assistant estates officers	...	...	...	...	18	— Main grade

(f) *Engineers*

These officers advise and hold public enquiries on matters of an engineering nature in connection with planning and housing:—

Chief engineer	...	...	...	...	1	} Directing level
Deputy chief engineers	...	...	...	...	2	
Senior engineering inspectors	...	...	...	...	10	— Superintending grade +
Engineering inspectors	...	...	...	...	19	— Senior grade +
Temporary engineering inspectors	...	...	...	...	14	— Approx. senior grade

## APPENDIX II

### THE DUTIES AND RESPONSIBILITIES OF WORKS GROUP PROFESSIONAL STAFF IN THE DEPARTMENT OF AGRICULTURE FOR SCOTLAND

The works group and departmental variants in the Department include lands officers, architects, surveyors, civil engineers and agricultural inspectors.

#### LANDS OFFICERS

The *main functions* of the lands staff can be summarised as:—

##### (1) *Estate management*

Factorage work in connection with the Department's land settlement schemes. Advising the Department on the purchase of land for new land settlement schemes and planning the layout of new schemes. Management of farms.

Factoring agricultural properties purchased by the Forestry Commission which are not required for afforestation purposes.

##### (2) *Land utilisation*

Reporting on proposals to use agricultural land for other purposes such as building, recreation, industrial sites and Services land requirements. This involves inspection of sites, discussions with owners and occupiers of property, agricultural executive committees and local authorities.

Work connected with proposals to purchase land for afforestation by the Forestry Commission. In these cases it is the duty of the lands staff to safeguard agricultural production.

Work connected with Town and Country Planning—land classification and the classification of farm types.

The *minimum qualifications for entry* to the basic grade are either (1) B.Sc. (Agr.) degree plus experience of Scottish agriculture and estate management or (2) associate membership of the Royal Institution of Chartered Surveyors, the Auctioneers and Estate Agents' Institute or the Land Agents' Society. The basic grade officer is therefore fully qualified professionally at entry, and only lacks knowledge of departmental procedure.

#### STRUCTURE

The established complement of the lands staff is as follows:—

Chief lands officer	...	...	...	1—Directing level
Divisional lands officers	...	...	...	2—Superintending grade
Senior lands officers	...	...	...	9—Senior grade
Lands officers, main grade	...	...	...	20—Main grade
Lands officers, basic grade	...	...	...	10—Basic grade

The chief lands officer and divisional lands officers have their headquarters in Edinburgh. One divisional lands officer is responsible for the Highland area and the other is responsible for the Lowlands. The nine senior lands officers are in charge of eleven areas, one officer having the Lothians and Borders and another having the Clyde and Stirling areas combined. Senior lands officers are stationed in the headquarters town of their areas and allocate responsibility to their basic and main grade staffs.

In some areas basic and main grade officers are stationed in outlying sub-offices and have local responsibility, under the general supervision of the senior lands officer for the area.

#### DUTIES OF BASIC AND MAIN GRADE OFFICERS

Main grade lands officers handle the greater part of the day-to-day business as noted in paragraph 8 of the Gardiner Report. Those who are stationed in sub-offices i.e., Dunragit, Portree, Thurso and Stornoway where there are no senior grade officers, obviously have to use their own initiative to a greater extent than those in headquarters offices, and will be obliged to undertake work and make decisions which are within the province of the senior lands officer. In the main, however, it is true to say that their functions are as described in the Gardiner Report.

With basic grade officers the matter is not quite so simple. Where there is a reasonable balance between basic and main grade complements in any area it would be true to say that basic grade lands officers "perform the simpler jobs and provide skilled assistance". From the staffing numbers given above it will be seen that the average complement for each area would work out at: 1 senior, 2 main grade, 1 basic. In an area where such a balance between grades is operating the allocation of the work would be as described in Gardiner. This balance is not, however, achieved throughout the country and in Edinburgh (Lothians and Border areas) for example there are: 1 senior, 2 main grade, 3 basic. As this is a large area with a heavy volume of work an appropriate complement would require to be: 1 senior, 4 main grade, 1 basic. The effect of the existing staffing, however, is that two of the three

assistant lands officers are having as much responsibility and are carrying out similar duties to the two main grade officers. The tendency therefore is that where the office is understaffed with main grade officers the basic grade carries responsibility equal to that of the main grade in carrying out the day-to-day business.

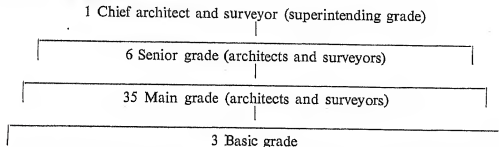
The more senior basic grade officers (four in all) have been established for nearly five years and are well past the stage of being "new entrants gaining their first experience of Civil Service methods". They are in fact fully capable of carrying out main grade duties and in most cases do so continually. A senior lands officer usually finds it convenient to divide up his area into counties or other convenient units and allocates responsibility for factorage and other duties in that area to one of his staff. In practice he may allocate an area to a main grade officer but if understaffed a basic grade officer will be put in charge.

Recently the Department have appointed three basic grade lands officers (temporary) and three land service assistants (a sub-professional grade created to perform duties of a sub-professional character) to assist the present established staff to cope with the programme of work. This may illustrate how necessary it is to provide staff to "carry out the simpler jobs" which the present staff of basic grade officers cannot attend to owing to the fact that they are largely employed on main grade duties. In factorage work it is difficult to decide what is a "simple job" and what is a responsible job and in practice it is more than difficult to classify duties.

#### ARCHITECTS, SURVEYORS AND CIVIL ENGINEERS

##### (a) *Architectural and surveying staff*

###### *Established complement*



In addition there are technical classes (master and clerk of works) grades I, II and III, civil engineering, architectural and surveying assistants and quantity surveying assistants.

The chief architect and surveyor has his headquarters in Edinburgh. Five of the six seniors have each charge of two areas and the remaining senior has charge of one area. The main grade (with the exception of one) and the basic grade officers are stationed throughout Scotland in the areas, where also the technical staff are headquartered. The one main grade officer mentioned has his headquarters in Edinburgh head office to carry out main grade duties required.

The functions of the architectural and surveying staff are:—

###### *Land settlement schemes*

Reporting, estimating and carrying out maintenance works on existing fixed equipment including preparation, supervision and finally settling contracts.

Reporting, estimating and carrying out new works or improvements concerned with fixed equipment including preparing plans, and contracts, supervision and final settlement.

Valuation of fixed equipment.

###### *Agricultural executive committees*

Inspection of fixed equipment on farms and reporting on cases being dealt with under the Agriculture (Scotland) Act 1948.

Inspection, reporting and recommending comprehensive scheme of improvements for fixed equipment on farms where grant aid under Hill Farming and Live Stock Rearing Act Improvement Schemes are applied for.

###### *Land improvement schemes*

Inspection, reports and estimates and recommending grant aid inspecting work and finally certifying grants on improvements to water supplies.

###### *Research and educational institutes*

Erection of new buildings and adaptation and maintenance of existing buildings including preparing plans, contracts, supervision and final settlements.

###### *Land utilisation*

Maintenance of fixed equipment of farms on forestry estates, and on other farms managed by the Department.

### *Rural housing*

Inspection of plans of proposed improvements, recommending grants and loans, inspection of work and certification of payments.

### *Sundry works*

Open cast coal sites, Land Court work, marginal agricultural production schemes. These require the usual architectural and surveying services.

The recruitment requirement to the basic grade of architect and surveyor is A.R.I.B.A. and/or A.R.I.C.S.

The new entrant is thus a qualified professional before he joins the Service and lacks principally the knowledge of the procedure in the Department and also depending on age at entry the experience in his profession which only years of practice can give.

In the architectural and surveying staff the duties and responsibilities of the basic grade are in accordance more or less with the definition in paragraph 8 of the Gardiner Report. As the table of complements shows only three basic grade officers are in post and these have their headquarters in areas where their services are most needed. They provide the professional assistance to the members of the main grade, and carry out the professional jobs where these are not charged with difficulties which require the experience of the main grade officers.

### *(b) Civil engineering staff*

The function of the chief engineer's branch is the execution and control of all civil engineering works falling within the aegis of the Department.

These works include the execution of:—

- (a) Arterial and land drainage schemes throughout Scotland.
- (b) Marine works (harbours, piers, slipways), minor public roads and bridges under the Congested Districts Act, 1897, and
- (c) Water supplies and public works schemes on the Secretary of State for Scotland's land settlement estates.

Some of the foregoing schemes are carried out by contract but many are undertaken by a direct labour organisation under the control of the chief engineer. A considerable amount of consultative and inspectorial work is also carried out by the engineering staff.

The professional staff of the chief engineer's branch is composed entirely of civil engineers (19). In addition the following staff are employed:—

Sub-professional (10), technical (10), clerical (13), and industrial (139).

The minimum pre-entry requirement for basic grade works group professional officers is a university degree in civil engineering or graduate membership of the Institution of Civil Engineers with at least two years outside experience. All professional officers must become corporate members of the Institution of Civil Engineers within two years of taking office.

At entry to the Service the basic grade officer lacks knowledge of departmental and general civil service procedure and he requires training and experience in the conditions of the work outlined in paragraph 1. During this initial training the officer accompanies and assists main grade officers. Thereafter, he is given work to do somewhat similar to the main grade with the reservation that the more difficult work is performed by the more experienced members of the staff. At the present time, because of shortage of staff, the volume of work on hand, the geographical position of the works and the consequent distances to be travelled, the basic grade officer, after the initial training, must, perforce, undertake the same, or very nearly the same kind of work as the main grade officer.

The following tables show:—

at A: the present numbers in established posts and the percentage of the total professional staff in the various grades:

at B: the actual average time that staff will have held their present post in the various grades before promotion or retirement, on the assumption that every officer retires at 60 years of age.

(This table was prepared on the actual age, and date of entry to the Service of each member of the staff.)

#### A.

Total posts		Basic		Main		Senior		Chief	
No.		No.	Per cent.	No.	Per cent.	No.	Per cent.	No.	Per cent.
19	... ..	6	31.75	10	52.50	2	10.50	1	5.25

## B.

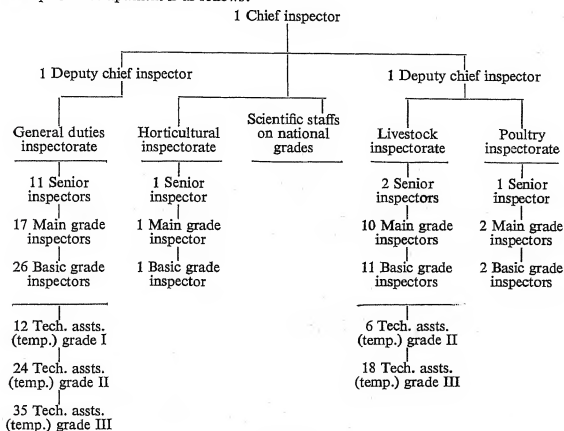
Basic	Main	Senior	Chief
15·26 years	25·96 years	12·54 years	11·33 years

As will readily be seen from the above tables the complement of each grade is such that basic grade officers will remain in the grade very much longer than is necessary to gain sufficient departmental experience to fit them for promotion and consequently are able to, and in fact perform, certain of the main grade duties.

## INSPECTORATE

This embodies the professional and technical agricultural and horticultural officers of the Department and in addition the scientific staffs of the Department's seed testing and entomology and helminthology stations. The whole of these officers come under the supervision of the chief inspector of the Department.

The present complement is as follows:—



## DUTIES

*General duties inspectorate*

*Agricultural (Scotland) Act, 1948*

*Agricultural Holdings (Scotland) Act, 1949*

All principal inspections and reports; work relating to statutory action; supervision of technical work in relation to pests.

*Hill Farming Act, 1946, and Livestock Rearing Act, 1951*

Principal inspections; formulation of improvement schemes; certification of claims.

*Seeds Act, 1920*

Seed sampling.

*Agricultural drainage*

Principal inspections and general supervision.

*Destructive Insect and Pests Acts and Orders (Colorado Beetle Order, Wart Disease Order Check Inspection of Potato Consignments)*

Principal inspections; organisation and supervision of control measures.

*Oat certification scheme*

Organisation, field inspections and proportion of sampling.

*Stock seed sealing scheme*

Organisation and supervision; inspections.

*Export of potatoes and plants*

Organisation and supervision; inspections.

*Corn Production Acts (Repeal)*

Principal inspections leading to statutory action.

*General A.E.C. work*

Responsibility for all technical committee work and chief inspections.

*Inspection of growing crops of potatoes*

Organisation, field supervision and proportion of inspections.

*M.A.P. scheme*

General supervision, principal inspections and grading of farms.

*Fertiliser subsidy scheme*

Certification of claims and inspections.

*Restoration of cast coal sites*

Restoration work and preparation of records.

*Removal of temporary defence works*

Reports, classification and principal inspection.

*Military deferments*

Supervision, inspection and reports.

*Grassland ploughing subsidy*

Inspection and certification.

## QUALIFICATIONS

Qualification for recruitment to the basic grade is a B.Sc. (Agr.) or B.A. (Agr.) degree and with sound practical experience of agriculture. Appointment is on a temporary basis. From confirmation of establishment, after one year's satisfactory service, the duties of the basic grade entrant are many and indistinguishable from those performed by the main grade. These duties include recommendation of statutory action, expenditure of public funds under Government subsidy schemes, supervision of technical assistant and temporary staff, and giving professional advice to the agricultural executive committees.

No basic grade officer has been promoted since early in 1952 when one promotion was made and there are at present four basic grade officers with at least five years satisfactory service. It can be seen from the complement of the *general duties inspectorate* and the work referred to in the list of duties that the major share of these duties is being done by the basic grade officers. In most areas it can be said that the basic grade officers are doing a major amount of main grade work continuously and have been doing so from the time their probationary period terminated. In two of the eleven areas into which Scotland is divided, there are basic grade but no main grade officers and in these, the duties of the main grade are required to be done by the basic grade officers. In two other areas where, because of their size, the staff is larger than in the other smaller areas, the proportion of senior : main grade : basic grade is 1 : 2 : 6 and 1 : 3 : 5, plus 14 and 9 technical assistants respectively. In areas of this size, sub-areas have been created. In these sub-areas, a basic grade officer is in charge and this officer must carry out the duties which are appropriate to the main grade.

### *Horticultural inspectorate*

With the exception of A.E.C. work, this branch performs duties similar to the general duties inspectorate, but specifically with regard to horticulture. Their scope is therefore limited in subject but the area, the whole of Scotland, is considerable and the senior, main and basic grade officers must share the work geographically.

### *Livestock inspectorate*

On the general livestock side of this branch, the ratio of senior : main grade : basic grade is 2 : 10 : 11 and here again the duties performed by the main and basic grades are almost indistinguishable except that the eleven areas are in the charge of the main grade officers under two regional senior grade officers. The main grade officers, therefore, have this added responsibility. Apart from this responsibility, the two grades share the work entailed under the various subsidy schemes, Bull, Stallion and Boar Licensing Acts and general maintenance of the country's livestock improvement policy.

## APPENDIX III

### THE DUTIES AND RESPONSIBILITIES OF WORKS GROUP PROFESSIONAL STAFF IN DIRECTORATE GENERAL OF WORKS, AIR MINISTRY

#### INTRODUCTION

1. The function of the directorate general of works, Air Ministry, is the construction, operation and maintenance of airfields and other Royal Air Force ground establishments. It also provides similar services for the aviation side of the Ministry of Transport and Civil Aviation on an agency basis.

2. A.M.D.G. of W. employs on its staff civil engineers, mechanical and electrical engineers, quantity surveyors and lands officers.

3. It is not possible in this document to provide a comprehensive list of the duties attaching to specific posts, but it can be said that all officers of equal grade in any particular profession are interchangeable. Neither will the full range of professional responsibilities within A.M.D.G.W. as a whole be detailed, since it covers all recognised activities in the particular professions. Specialisation, where it exists, can be considered as application of fundamental principles, standard techniques and practices, to the particular requirements of Air Ministry.

4. The pre-entry requirement for basic grade works group professional officers is corporate membership of the appropriate Institution and outside experience.

5. The new entrant is thus a qualified professional before he joins the Service; his value to the Department is initially only limited by his lack of knowledge of Air Ministry procedures.

6. In order to evaluate the duties and responsibilities of this basic grade professional officer in Air Ministry against the definition in paragraph 8 of Gardiner Report it is necessary to consider both the general structure and complementing levels in the A.M.D.G.W.

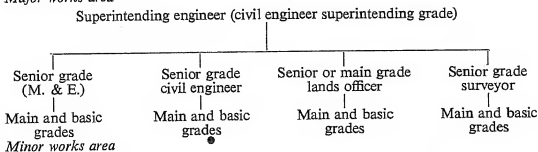
#### STRUCTURE

7. The director general of works is a civil engineer controlling at headquarters three civil engineer directors, a chief mechanical and electrical engineer of director status, and a chief lands officer and chief surveyor each of deputy director status. Beneath these senior officers there are deputy directors (civil and mechanical and electrical only), superintending, senior, main and basic grade officers in all four professions.

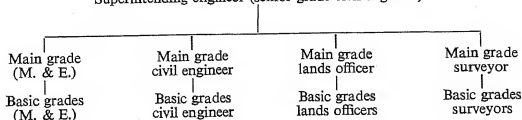
8. With certain exceptions that need not be detailed, execution of all works services at Home devolves on the superintending engineers of sixteen works areas headquarters, which in total cover Great Britain and Northern Ireland. Each area is sub-divided into about five sections each of which is supervised by a section officer. Each section officer will normally be responsible for about six major R.A.F. stations and a number of minor establishments. In addition to the section office organisation, the larger constructional projects are supervised by resident engineers who are responsible to the area superintending engineer direct.

9. Works areas are graded into major and minor areas, depending on the total level of expenditure. This in itself creates anomalies in that there may be a greater burden of work in a minor area than in a major area, in particular professional fields, but despite such inequalities of burden the grading of staffs, but not necessarily the number, follows a standardised pattern, thus:—

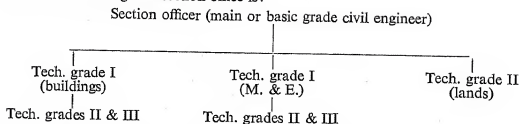
#### *Major works area*



#### Superintending engineer (senior grade civil engineer)



10. The usual staffing at a section office is:—



It will be noted that the only *professional* officer at a section office is a civil engineer.

11. The Overseas organisation is somewhat similar in that there are a number of works areas, each divided into sections. The staffing level at an area headquarters is similar to that at a minor works area in the U.K. Instead of areas being directly responsible to Air Ministry, however, they come under the control of chief engineers (superintending grade civil engineers) at R.A.F. Command headquarters.

12. Works areas are also occasionally down-graded to principal works officer level, so that whilst retaining all the normal area responsibilities, the staffing level is reduced by one grade throughout, i.e. the principal works officer is a main grade civil engineer and the highest level in other professions is basic grade.

13. It will be seen that in the following situations basic grade professionals carry responsibilities appropriate to the Gardiner definition of main grade posts.

(a) *At minor works area headquarters*

The superintending engineer (senior grade civil engineer) is administratively responsible for the activities of all professional staff and therefore the professional civil engineering work is the direct responsibility of the main grade civil engineer(s). In the other professions the highest grade is main grade and this officer controls and supervises the work of a number of basic grade professionals. The basic grade officers handle and are primarily responsible for all day-to-day professional work and any suggestion that they are merely assisting the main grade in the simpler tasks is obviously untenable. Naturally the new entrant is regarded as being under training but as he acquires departmental experience, he is given more responsibility, until he is entrusted still as a basic grade officer, with the full, though obviously not the ultimate, responsibility for the professional work upon which he is engaged.

(b) *At section offices (when post of section officer is filled by basic grade)*

Air Ministry Regulations state that the section officer is responsible to the superintending engineer for all works services in his section and for seeing that all orders and instructions are observed. He is the head of a self-contained organisation carrying out professional work and he is therefore neither carrying out the simpler tasks, since his responsibilities are limited by volume of work and not by range or complexity of professional responsibilities, nor assisting a more senior officer.

The lowest rank for section officers should therefore be main grade.

(c) *At P.W.O. organisations in professions other than civil engineer*

Beneath the main grade civil engineer in charge of the principal works officer organisation there are basic grade officers in the other professions. These officers must act on their own initiative and accept full responsibility in their own particular professional fields.

Such basic grade posts should therefore be filled by main grade officers.

(d) *Resident engineer posts*

As stated above, resident engineers are placed in charge of major constructional projects; they are neither performing simpler tasks nor assisting a more senior officer.

The lowest grade for resident engineers and resident mechanical and electrical engineers should therefore be main grade.

COMPLEMENTING\*

14. Annexures A and B give details of the permanent cadre and total authorised establishment (permanent cadre plus temporary posts) respectively at 1st July, 1954.

15. They also show the years in which staff can expect to remain in the various grades. These have been calculated on the basis that the average age of entry is 28 years and that 32 years are thus served before retirement at age 60. Whilst it may be argued that wastage due to resignations, early retirements and death will give better career prospects than those shown, the growing tendency to retain staff beyond the age of 60 will have the opposite effect.

16. As supporting evidence in so far as basic grade professionals are concerned, 62 (18·2 per cent.) out of a total of 343 in the basic grade at present have served in this grade

for more than 10 years and 44 (19·3 per cent.) out of the total of 228 main grades promoted from basic grade did in fact serve more than 10 years in the basic grade. The apparent discrepancy between the number 228 quoted above and the total number of main grades in post (461 against the authorised establishment of 469) is due to the fact that the Department cannot secure sufficient entrants of the required quality at basic grade level and is forced to offer main grade posts to a high proportion of candidates. This fact also supports the contention that the career prospects for basic grade entrants are not sufficiently attractive.

17. It will be seen from either Annexure A or B that apart from minor variations between the four professions, the normal expectation of time to be spent in the basic grade is not less than 10 years or one-third of a full career and that except for fortuitous circumstances, promotion to main grade (which must be regarded as the ultimate career grade for a high proportion of the staff) cannot be anticipated until age 35-40.

18. It is quite unreasonable for the Department to contend that the present gradings in D.G.W. are in line with paragraph 8 of the Gardiner Report, so far as basic professional grades are concerned.

#### CONCLUSIONS

19.—(1) The work carried out by basic grade professional officers is appropriate to the main grade as defined in paragraph 8 of the Gardiner Report in the following posts:—

- (a) Minor works areas at home
- (b) All works areas overseas
- (c) All P.W.O. organisations
- (d) Section officer and resident engineer posts when they are occupied by basic grade professionals.

(2) The present complementing levels are such that basic grade professionals remain in the grade much longer than is necessary to gain sufficient departmental experience to fit them for promotion and that consequently the majority are able to, and in fact do, perform main grade duties.

#### ANNEX A AUTHORISED ESTABLISHMENT (Permanent)

	Total posts	Basic		Main		Senior		Above senior	
	No.	No.	Per cent.	No.	Per cent.	No.	Per cent.	No.	Per cent.
Civil ... ..	276	85	30·8	134	48·6	30	10·9	27	9·7
M. & E. ... ..	130	42	32·3	65	50·0	17	13·1	6	4·6
Surveyor ... ..	128	40	31·3	73	57·0	13	10·1	2	1·6
Lands ... ..	90	28	31·1	44	48·9	15	16·7	3	3·3
All professions ...	624	195	31·3	316	50·6	75	12·0	38	6·1

#### EXPECTATION OF TIME IN VARIOUS GRADES (on basis of 32 years' service)

	Basic	Main	Senior	Above senior
	yrs.	yrs.	yrs.	yrs.
Civil ... ..	9·9	15·5	3·5	3·1
M. & E. ... ..	10·3	16·0	4·2	1·5
Surveyor ... ..	10·0	18·2	3·2	0·6
Lands ... ..	9·9	15·7	5·3	1·1
All professions ...	10·0	16·2	3·8	2·0

# ANNEX B

## TOTAL AUTHORISED ESTABLISHMENT (Permanent and temporary)

	Total Posts	Basic		Main		Senior		Above senior	
	No.	No.	Per cent.	No.	Per cent.	No.	Per cent.	No.	Per cent.
Civil ... ..	426	145	34.1	207	48.6	38	8.9	36	8.4
M. & E. ... ..	258	105	40.7	118	45.7	28	10.8	7	2.8
Surveyor ... ..	173	59	34.1	93	53.8	17	9.8	4	2.3
Lands ... ..	139	57	41.0	51	36.7	27	19.4	4	2.9
All professions ...	996	366	36.8	469	47.1	110	11.1	51	5.1

## EXPECTATION OF TIME IN VARIOUS GRADES (on basis of 32 years' service)

	Basic	Main	Senior	Above senior
	yrs.	yrs.	yrs.	yrs.
Civil ... ..	10.9	15.6	2.8	2.7
M. & E. ... ..	13.0	14.6	3.5	0.9
Surveyor ... ..	10.9	17.2	3.1	0.8
Lands ... ..	13.1	11.8	6.2	0.9
All professions ...	11.8	15.1	3.6	1.5

## APPENDIX IV

### THE DUTIES AND RESPONSIBILITIES OF WORKS GROUP PROFESSIONAL STAFF IN THE LANDS BRANCH OF THE WAR OFFICE

#### INTRODUCTION

1. The function of the lands branch is the general management of the estates vested in the Secretary of State for War and used for the training of the Army and premises used for the storage of their equipment.

2. In control of this professional staff is the chief land agent, responsible to the Under-Secretary of State (the comptroller of lands and claims), the staff is comprised of land agents, valuers and estate managers. The duties are the purchase and sale of land and buildings, and the general administration, management and control of the estates at home and abroad, and advisers to the military Commands and districts.

3. The requirement for an established post in the basic grade is corporate membership of the Royal Institution of Chartered Surveyors, the Chartered Land Agents Society or the Chartered Auctioneers and Estate Agents Institution, which means that the entrant must have had experience outside the Civil Service.

4. The entrant being qualified on entry still has to adapt himself to the service conditions of the work.

#### STRUCTURE

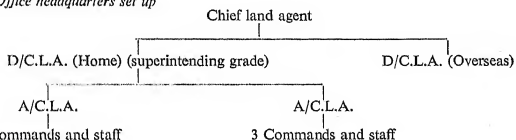
5. In order to evaluate the duties of the basic grade against the definitions in paragraph 8 of the Gardiner Report it is necessary to consider the general structure and complementing of the chief land agent's staff.

6. The chief land agent is a chartered surveyor controlling the superintending, senior, main and basic grades in the Commands at home and overseas.

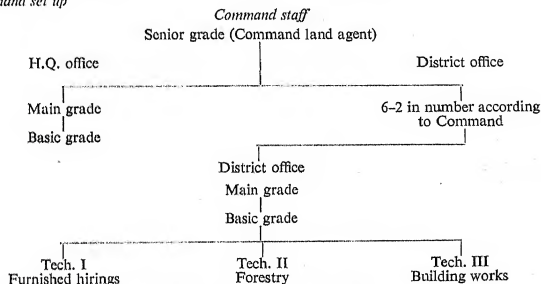
7. The management of the home services is divided into five areas, the boundaries conforming with the military Commands. Each Command is divided into three districts, conforming with the military districts, in the larger districts there is a second office.

8. The pattern of control is not standardized owing to the varying loads in the different military Commands.

#### *War Office headquarters set up*



#### *Command set up*



9. There are no basic grade officers at War Office headquarters.

10. In the Command headquarters, the senior grade officer is in administrative charge of the professional staff and is technical adviser to the G.O.C.-in-C. The main grade officer carries the day-to-day load of work having one or two, at the most, basic grade officers, generally new entrants learning the job.

11. The district office is where the day-to-day work of administering an estate is carried out. It is from these offices that the funds allotted for maintenance of the estate are controlled. Negotiations for settlement of claims for damage by troops training are settled, and all records relating to property are held.

12. In charge of these district offices is, normally, a main grade land agent who has from 2-6 basic grade and 1-5 technical assistants (grade II-IV) under him according to the size of the office. The main grade officer is fully employed in the general administrative direction of his office and with advising his G.O.C. The whole of the day-to-day professional duties necessarily devolve on the basic grade officers; duties which are defined in the Gardiner Report as appropriate to the main grade.

#### COMPLEMENT

13. The complement of the staff (Home) is as follows:—

					<i>Established</i>	<i>Temporary</i>
Directing grade...	...	...	...	...	1	—
Superintending grade	...	...	...	...	2	—
Senior	...	...	...	...	7	—
Main	...	...	...	...	24	17
Basic	...	...	...	...	20	64
					54	81
					—	—

This is divided between H.Q. and Commands (except the 1 directing and 2 superintending grade at H.Q.) as follows:—

	Established			Temporary		
	Senior	Main	Basic	Senior	Main	Basic
Southern ... ..	1	6	5	—	3	13
Eastern ... ..	1	6	6	—	—	20
Northern ... ..	1	4	5	—	1	11
Western ... ..	1	4	4	—	3	12
Scottish ... ..	1	—	—	—	3	8
H.Q. ... ..	2	4	—	—	7	—
	7	24	20	—	17	64
Total ... ..						132

14. Assuming that the average recruiting age is 28, a new entrant can expect to serve 32 years but owing to the tendency to retain service after 60 and in view of the small number of posts in the senior grade it means that promotion to the senior grade is extremely limited.

15. The normal expectations of the majority of the entrants may be up to 15 years in the basic grade and from 15–20 years in the main grade with no further prospects of promotion. It is therefore obvious that the true definition of paragraph 8 of the Gardiner Report is not being applied to this section of the professional Civil Service.

#### CONCLUSION

16. (a) The work carried out by the basic grade professional officers, with the exception of new entrants, is appropriate to the main grade as defined in paragraph 8 of the Gardiner Report and this is obvious from the fact that 84 of the 132 posts are in the basic grade.

(b) The present complement level means that new entrants remain in the basic grade much longer than is necessary to gain departmental experience.

#### APPENDIX V

### THE DUTIES AND RESPONSIBILITIES OF PROFESSIONAL STAFF IN THE VALUATION OFFICE, BOARD OF INLAND REVENUE

#### INTRODUCTION

1. The valuation office is organised on a regional basis, each region comprising a number of local offices (in total about 400 and normally with a senior grade officer—first class valuer—in charge.)

2. The local office in its turn is organised either geographically or functionally into sections responsible either for all work within a specific area or for all work of a particular character. While normally these sections are in the charge of a main grade officer (second class valuer) in practice very large numbers are in the care of basic grade officers (third class valuers) who operate side by side with their main grade colleagues in charge of other sections and perform similar functions. This is particularly true of the rating side of the valuation office; indeed here the incidence of responsibility is accentuated for many local offices are designated for control by main grade officers. In practice a number of these controlling posts are held by basic grade officers in receipt of a responsibility allowance and in these cases all sections are in the care of basic grade officers who are responsible for the day-to-day work of the office.

3. The duties performed are of a complex nature and involve wide practical experience and high professional qualifications. They include the making of valuations of all types of property, negotiations (where appropriate) to agree settlements and the preparation of reports in the following matters:—

Acquisition, disposal and appropriation of lands by other Government Departments and by local authorities.

War damage valuations.

Estate duty valuations.

Requisitioning and de-requisitioning of properties under the Compensation (Defence) Act, 1939 and subsequent legislation.

Advice to National Assistance Board and in “legal aid” cases.

Valuations for Stamp Duty purposes.

Work under the Town and Country Planning Act, 1947—Part VI Claims, Development charges etc.

The responsibility for rating at present extends to the following classes of property:—

All dwelling-houses, shop premises and departmental stores; commercial and business premises such as offices, warehouses, garages and smaller industrial hereditaments; residential and private hotels and boarding houses; local authority occupations; sporting rights and many other miscellaneous types of hereditament.

A valuation office valuer may, and frequently is, called as professional witness to support his valuations before the Local Valuation Court and the Lands Tribunal.

(this list is not exhaustive but covers the main field of day-to-day work of the valuation office professional grades in local offices.)

4. The minimum pre-entry requirements for a valuation office basic grade officer are the final examination of the appropriate professional Institution (or a university degree exempting therefrom) and at least four years professional experience.

5. The new entrant is therefore well qualified professionally before he joins the Service and should need only a short time to become experienced in departmental practice and procedure.

#### COMPLEMENTING

6. In considering the complementing of the valuation office, it is necessary to analyse the percentage of officers in each grade. This analysis clearly shows an undue preponderance of officers in the basic grade. Annex A sets out the established complement as at 1st February 1954 and shows that nearly 40 per cent. of the total complement was allocated to the basic grade. The Institution would contend that in any case the complement was artificial in relation to the levels of work in the valuation office and depressed both in the main and basic grades due to an age-group blocking at the senior grade level. Since 1951, because of the operation of the manpower ceiling laid down by Government direction, the official complementing figures have deteriorated as illustrated in Annex B, which is a similar analysis of the established complement in the various grades based on the manpower ceilings imposed since 1951. It will be seen that the percentage of basic grade officers in the total complement has risen to approximately 45, while that for the main grade has fallen from 46 to 40. The practical effect of this is that large numbers of basic grade officers work side by side with their main grade colleagues on the day-to-day work of the office.

7. That this position will be accentuated certainly for the next decade, is graphically demonstrated by Annex C which sets out the anticipated retirements from the various grades at age 60. From this table it will be seen that the present average age of the basic grade is 40½ years, only slightly below that for the main grade (43 years). It is therefore impossible for the basic grade officer to spend a short time absorbing departmental procedure and then graduate to the main grade with responsibility for a recognised share in the day-to-day work. It follows quite naturally that such a large body of fully qualified staff will, irrespective of grading, be used by the Department, as it is being at present, and has for some time past, been used.

8. Since it is departmental practice and, indeed, Government policy to encourage fit and efficient officers to continue in post up to age 65, promotion will be even more retarded.

#### CONCLUSION

9. The present complement, with its disproportionately high basic grade content involves the retention of officers in the basic grade much longer than is necessary for them to absorb the departmental practice and procedure. This has resulted in the allocation to them of responsibility for day-to-day work, which practice appears likely to persist for many years and even to increase. The only solution to this is the upgrading of a large proportion of the basic grade posts to main grade, and the limitation of the number of basic grade posts sufficient to provide proper training for the number of new entrants needed to cover wastage in the higher grades. Basic grade posts might even be considered as supernumerary to establishment.

#### ANNEX A

##### INLAND REVENUE, VALUATION OFFICE

Permanent establishment as at 1.2.54 (part authorised and part provisional)

Total posts	Basic	Per cent.	Main	Per cent.	Senior	Per cent.	Above senior	Per cent.
1860 ... ..	715	38·4	855	46·0	235	12·6	55	3·0

## ANNEX B

### INLAND REVENUE, VALUATION OFFICE

Permanent establishment 31.12.53 as restricted by manpower ceiling

Total posts	Basic	Per cent.	Main	Per cent.	Senior	Per cent.	Above senior	Per cent.
1,816 ... ..	815	44.9	730	40.2	221	12.2	50	2.7

## ANNEX C

### INLAND REVENUE, VALUATION OFFICE

Anticipated retirements at age 60 years

Years	Main	Senior	Above senior
1955-1959 ... ..	36	14	9
1960-1964 ... ..	82	47	14
1965-1969 ... ..	135	75	15
1970-1974 ... ..	260	46	4
1975-1979 ... ..	129	1	—
1980-1984 ... ..	21	—	—
Total over 30 year period ...	663	183	42
Overall average per year ...	22	6	1½
Present average age of grade ...	43 years	47 years	49½ years

(Present average age of basic grade is 40½ years.)

*Note:* No allowance has been made for wastage other than by retirement.

## (13)

### PAY, DUTIES, AND PROMOTION PROSPECTS OF POST OFFICE SUPERVISORY GRADES

**Note by the Association of Post Office Controlling Officers**

(1) **Question 2246.** We were asked to furnish some examples of outside employees carrying financial responsibilities whose salaries are higher than their counterparts in our field.

(2) Efforts have been made to secure reliable figures but this has not proved easy. In the case of bank officials we were advised that the information could not be made available for reasons of security. It is possible to state, however, that accountants or chief clerks in the banks usually hold *one* of the keys of the strong room containing bearer bonds and possibly cash as well. The other key is usually held by the manager or an assistant accountant. Both keys are necessary to gain access to the contents of the strong room.

(3) An officer holding the main stock in a head post office would be either an overseer or an assistant superintendent according to the size of the office, except at the four largest offices where he is a superintendent. He would have sole charge of the strong room and the key thereof. Figures showing the financial responsibility of officers at branch offices in London are set out in

paragraph 36 of our original memorandum (printed with 14th Day's Minutes of Evidence). Figures relating to the main stocks at representative provincial offices on one day recently are as follows. (*For obvious reasons of security these figures, which were given to the Commission in confidence, are not reproduced.*)

(4) We are informed by the National Union of Bank Employees that the annual salary of an accountant or chief clerk ranges from £730 (basic) to £1,000 (basic). An assistant accountant who "is usually a comparative young and promising employee" would receive a salary ranging from £700 to £800 a year.

(5) The Guild of Insurance Officials inform us that in their field there are no employees holding cash, negotiable funds or documents to the amounts quoted in our earlier evidence.

(6) The Union of Shop, Distributive and Allied Workers have an agreement covering employees of retail co-operative societies which covers the managers of grocery branch establishments in London. Their rates of pay are related to sales and run as follows:—

	<i>Weekly pay</i>	<i>Annual value</i>
Average weekly sales under £100 ... ..	169s. 6d.	£442
rising to		
Average weekly sales under £510 ... ..	211s. 6d.	£552

Then 1s. for every additional £20 (or part thereof) average weekly sales to £910, then 1s. for every additional £30 (or part thereof) average weekly sales to £1,510. For every 10s. wages above 211s. 6d., 9d. a week is added.

It will be seen that if the pay of the officers in charge of the branch offices referred to in paragraph 36 of our memorandum of evidence were paid on this basis their salaries would be much in excess of those at present enjoyed.

**(7) Question 2247.** We were asked to give figures showing the increases enjoyed by the grades in our hierarchies with corresponding figures for the relevant rank and file grades.

(8) The attached Appendix A shows the increases received since 1939 by the rank and file grades and the related supervising grades. The percentage increases over 1939 and over 1947 are also shown.

(9) The figures shown are the London scales except in the case of the postmen, assistant inspectors, etc. There was no postal inspectorate in London in 1939 and the figures for a class I A office in the provinces which is now in the intermediate field for provincial differentiation purposes have therefore been included.

(10) It is perhaps necessary to remind the Royal Commission that in 1946 there was a comprehensive re-allocation of work in the first three hierarchies shown in the Appendix. This resulted in increased responsibilities being placed on officers in the first two and a reduction of responsibilities in the case of the telegraph grades.

(11) The fact that the percentage increases to telephone supervisors as from 1947 to 1954 are of a different pattern from that of other hierarchies derives from a situation in which rank and file officers in receipt of supervising allowances were actually receiving more than the maximum of their first line supervision. An award of the Civil Service Arbitration Tribunal in January, 1951, went some way towards rectifying this situation. Hence the relatively greater increases for the grades concerned as shown in the final column of the Appendix.

**(12) Question 2249.** We have no further information to add to that submitted by the I.P.C.S. about the widening of differentials outside the Service.

**(13) Question 2250.** It has not been possible to secure information about the average rates of earnings of supervisors outside the Service.

**(14) Question 2254.** The duty schedules of representative officers drawn from our field are attached as Appendices B—R (*not reproduced*). These schedules are copies of official documents and purport to do no more than outline the

duties to be covered by the officer concerned. The schedules relate to the counter and writing and the postal fields. Similar documents are not prepared in the case of officers employed in the telegraph and telephone grades.

(15) Where possible the number of officers normally supervised by a particular duty has been shown on the relative schedule.

(16) **Question 2265.** Examples of the average age of promotion to various supervising grades within our sphere as given in Appendix S. It will be noted that in a number of instances there can be no further promotion for many officers owing to the absence of higher posts in the hierarchy, as for example in the case of counter and writing grades in the London postal region (counters), the postal inspectorate at Bolton and Redhill and Reigate, and the female telegraph grades at Edinburgh. The position revealed in the C. & W. sphere at Oxford, where there was only one promotion of any kind during the last four years, is not unusual in the medium and smaller sized offices. The Plymouth male telephone grades reveal another feature. There the highest post in the hierarchy was filled in 1950 by a man aged 42. Unless there is an unforeseen happening such as death, retirement on health grounds or resignation there will be no further promotion to the grade of chief supervisor (M) at Plymouth until—at the earliest—1968.

(17) **Question 2273.** A set of new scales for our main grades is attached as Appendix T. In constructing these scales it was only possible to have regard to one of the factors referred to by us—namely the scales claimed for the related rank and file grades. We are not aware of the proposed scales for the executive grades and as was stated in reply to question 2272, there should be a relativity between the pay of overseers, for example, and executive officers.

# APPENDIX A

Grade	Pay, 1939		Pay, 1947		Percentage increase		Pay, 1954		Percentage increase over 1939		Percentage increase over 1947	
	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.	Min.	Max.
Postman ... ..	49/- (24 age point)	68/-	99/- (P.H.G.)	123/-	102	80·9	128/-	181/-	161·2	166·2	29·3	47·1
Assistant inspector	£ 230	£ 308	£ 360	£ 420	56·5	36·4	£ 490	£ 555	113·0	80·2	36·1	32·1
Inspector ... ..	315	415	440	520	39·7	25·3	580	660	84·1	59·0	31·8	26·9
Chief inspector ... ..	435	515	540	630	24·1	22·3	690	790	58·6	53·4	27·8	25·4
P. & T.O. (M) ... ..	30/- (C.C. & T. (M))	108/-	57/-	158/-	70·0	46·3	69/-	202/-	130·0	87·0	35·3	27·8
Overseer (M) ... ..	£ 325	£ 380	£ 470	£ 550	44·6	44·7	£ 570	£ 675	75·4	75·0	21·3	22·7
Assistant superintendent (M)	400	480	580	680	45·0	41·7	705	810	76·2	68·7	21·6	19·1
Superintendent (M) ... ..	520	630	725	800	39·4	27·0	855	945	64·4	50·0	17·9	18·1
Telegraphist (M) ... ..	30/-	105/-	50/-	138/-	66·7	31·4	68/-	180/-	126·7	71·4	36·0	30·4
Overseer T. (M) ... ..	£ 325	£ 380	£ 410	£ 460	26·2	21·0	£ 510	£ 580	56·9	52·6	24·4	26·1
Assistant superintendent T. (M)	400	505	(Assistant supervisor) 485 550	550	21·2	8·9	605	675	51·2	33·7	24·7	22·7
Superintendent T. (M) ... ..	530	630	(Supervisor) 580 680	680	9·4	7·9	705	810	33·0	28·6	21·6	19·1
Telephonist (M) ... ..	47/-	75/-	92/-	125/-	95·7	66·7	123/6	170/-	162·8	126·7	34·2	36·0
Assistant supervisor (M) ... ..	£ 215	£ 265	£ 365	£ 380	69·8	43·4	£ 500	£ 550	132·6	107·5	37·0	44·7
Supervisor (M) ... ..	275	310	390	420	41·8	35·5	560	590	103·6	90·3	43·6	40·5

# APPENDIX S

STATEMENT SHOWING AVERAGE AGE OF PROMOTION TO VARIOUS POST OFFICE MANIPULATIVE SUPERVISING GRADES AT REPRESENTATIVE OFFICES DURING FOUR YEARS ENDING 31ST DECEMBER, 1954

Office		Grade	Average age of promotion into grade			
			1950	1951	1952	1953
POSTAL GRADES						
Liverpool ...	Assistant inspector ... ..	51	48	54	54	
	Inspector ... ..	47	54	57	57	
	Chief inspector ... ..	No promotions to grade				
Glasgow ... ..	Assistant inspector ... ..	40	43	46	44	
	Inspector... ..	53	56	54	49	
	Chief inspector ... ..	Nil	Nil	53	53	
Bolton ... ..	Assistant inspector ... ..	41	Nil	55	48	
	Inspector ... ..	Nil	Nil	Nil	54	
	Chief inspector ... ..	No posts				
Southampton ...	Assistant inspector ... ..	45	45	46	Nil	
	Inspector... ..	Nil	57	54	Nil	
	Chief inspector ... ..	No promotions to grade				
Redhill and Reigate	Assistant inspector ... ..	45	44	55	45	
	Inspector... ..	Nil	37	Nil	Nil	
	Chief inspector ... ..	No posts				
COUNTER AND WRITING GRADES						
Nottingham ...	Overseer (M) ... ..	38	46	50	Nil	
	Assistant superintendent (M) ...	Nil	52	37	45	
	Superintendent (M) ... ..	Nil	Nil	Nil	47	
	Overseer (F) ... ..	Nil	31	Nil	47	
	Assistant superintendent (F) ...	Nil	Nil	Nil	Nil	
	Superintendent (F) ... ..	No posts in grade				
Oxford ... ..	Overseer ... ..	No promotions to grade				
	Assistant superintendent ... ..	No promotions to grade				
	Superintendent (M) ... ..	Nil	Nil	Nil	44	
Manchester ...	Overseer (M) ... ..	46	51	50	45	
	Assistant superintendent (M) ...	51	56	50	50	
	Superintendent (M) ... ..	Nil	55	50	Nil	
	Overseer (F) ... ..	52	50	52	45	
	Assistant superintendent (F) ...	Nil	Nil	Nil	Nil	
	Superintendent (F) ... ..	No posts in grade				
Birmingham ...	Overseer ... ..	43	41	Nil	45	
	Assistant superintendent ... ..	55	53	45	48	
	Superintendent ... ..	55	Nil	55	51	
Preston ... ..	Overseer ... ..	Nil	52	Nil	53	
	Assistant superintendent ... ..	Nil	52	Nil	Nil	
	Superintendent ... ..	No promotions to grade				
London postal region (counters)	Overseer (M) ... ..	41	46	42	44	
	Assistant superintendent (M) ...	56	57	56	57	
	Superintendent (M) ... ..	No posts in grade				
	Overseer (F) ... ..	36	40	43	43	
	Assistant superintendent (F) ...	56	57	56	57	
London postal region (R.L.B.)	Overseer (F) ... ..	45	46	46	50	
	Assistant superintendent (F) ...	57	Nil	54	Nil	
	Superintendent (F) ... ..	No posts in grade				

Office	Grade	Average age of promotion into grade			
		1950	1951	1952	1953

TELEGRAPH GRADES

<i>Edinburgh...</i>	Assistant supervisor (M) ...	Nil	Nil	Nil	Nil
	Supervisor (M) ...	Nil	Nil	54	Nil
	Supervisor higher grade (M) ...		No posts in grade		
	Assistant supervisor (F) ...	Nil	Nil	30	Nil
	Supervisor (F) ...		No posts in grade		
	Supervisor higher grade (F) ...		No posts in grade		
<i>Bristol ...</i>	Assistant supervisor ...	Nil	51	35	Nil
	Supervisor ...	Nil	Nil	Nil	Nil
	Supervisor higher grade ...	Nil	57	Nil	Nil
<i>Newcastle-on-Tyne</i>	Assistant supervisor (M) ...	27	27	Nil	Nil
	Supervisor (M) ...	Nil	52	Nil	Nil
	Supervisor higher grade (M) ...	Nil	55	Nil	Nil
<i>Birmingham ...</i>	Assistant supervisor (M) ...	25	Nil	Nil	Nil
	Supervisor (M) ...	51	Nil	54	56
	Supervisor higher grade (M) ...	54	Nil	53	Nil
	Assistant supervisor (F) ...	Nil	Nil	Nil	52
	Supervisor (F) ...	Nil	Nil	44	Nil
	Supervisor higher grade (F) ...		No posts in grade		
<i>London central telegraph office</i>	Assistant supervisor (M) ...	27	28	34	26
	Supervisor (M) ...	52	52	52	51
	Supervisor higher grade (M) ...	57	53	54	54
	Assistant supervisor (F) ...	36	35	30	40
	Supervisor (F) ...	48	48	43	41
	Supervisor higher grade (F) ...	54	57	Nil	49

TELEPHONE GRADES

<i>Blackpool ...</i>	Assistant supervisor (F) ...	43	33	Nil	45
	Supervisor (F) ...	52	Nil	Nil	55
	Chief supervisor (F) ...	49	Nil	Nil	Nil
<i>Gloucester ...</i>	Assistant supervisor (M) ...	47	58	Nil	Nil
	Supervisor (M) ...	52	Nil	Nil	Nil
	Chief supervisor (M) ...	46	Nil	Nil	Nil
<i>Hull ...</i>	Assistant supervisor (F) ...	28	29	Nil	26
	Supervisor (F) ...	49	Nil	46	Nil
	Chief supervisor (F) ...	Nil	Nil	Nil	Nil
<i>Liverpool ...</i>	Assistant supervisor (F) ...	34	Nil	34	40
	Supervisor (F) ...	54	54	52	53
	Chief supervisor (F) ...	58	Nil	57	57
	Assistant supervisor (M) ...	50	53	54	48
	Supervisor (M) ...	49	Nil	Nil	Nil
	Chief Supervisor (M) ...	57	Nil	Nil	Nil
<i>Bournemouth ...</i>	Assistant supervisor (M) ...	42	33	55	47
	Supervisor (M) ...	46	Nil	Nil	53
	Chief supervisor (M) ...	Nil	Nil	54	Nil
<i>Edinburgh...</i>	Assistant supervisor (F) ...	41	29	50	37
	Supervisor (F) ...	Nil	50	Nil	56
	Chief supervisor (F) ...	Nil	Nil	55	56

Office	Grade	Average age of promotion into grade			
		1950	1951	1952	1953
TELEPHONE GRADES—(continued)					
Manchester (Trunks)	Assistant supervisor (F) ...	26	31	Nil	38
	Supervisor (F) ...	48	47	Nil	50
	Chief supervisor (F) ...	56	57	Nil	55
Plymouth ...	Assistant supervisor (M) ...	49	Nil	Nil	Nil
	Supervisor (M) ...	50	Nil	Nil	Nil
	Chief supervisor (M) ...	42	Nil	Nil	Nil
Newport (Mon.) ...	Assistant supervisor (M) ...	43	Nil	40	Nil
	Supervisor (M) ...	53	Nil	Nil	Nil
	Chief supervisor (M) ...	59	Nil	Nil	Nil
London telephones	Assistant supervisor (F) ...	34	35	42	40
	Supervisor (F) ...	53	54	54	55
	Chief supervisor (F) ...	56	56	55	57

#### APPENDIX T

Grade	Max. claimed by U.P.W.		Related A.C.O. grades	Salary		
	Weekly	Yearly equivalent		Present		Proposed
P. & T.O. (M)	s. d.	£	Overseer (M) ...	£	£	£
	224 0	584	Asst. supt. (M) ...	570-20—	675	700-50—
			Supt. (M) ...	705-25—	810	850-50—
P. & T.O. (F)	180 0	470	Ch. supt. (M) ...	855-30—	945	1,050-60—
			Overseer (F) ...	970-30—	1,050	1,350-75—
			Asst. supt. (F) ...	460-20—	535	560-40—
P.H.G. ...	192 6	502	Supt. (F) ...	565-20—	650	680-40—
			Asst. inspr. ...	690-25—	760	840-60—
			Inspector ...	505-20—	570	570-40—
Telegraphist (M)	192 6	502	Ch. inspector ...	595-25—	675	700-50—
			Asst. supr. (M) ...	705-25—	810	850-50—
			Supr. (M) ...	510-20—	580	570-40—
Telegraphist (F)	154 0	402	Supr. H.G. (M) ...	605-25—	675	700-50—
			Asst. supr. (F) ...	705-25—	810	850-50—
			Supr. (F) ...	395-15—	440	460-30—
Telephonist (M)	192 6	502	Supr. H.G. (F) ...	460-20—	535	560-40—
			Asst. supr. (M) ...	565-20—	650	680-40—
			Supr. (M) ...	500-20—	550	570-40—
Telephonist (F)	154 0	402	Ch. supr. (M) ...	560-25—	590	700-50—
			Sn. ch. supr. (M) ...	620-25—	685	850-50—
			Asst. supr. (F) ...	735-25—	845	1,050-60—
			Supr. (F) ...	410-15—	440	460-30—
			Ch. supr. (F) ...	460-15—	510	560-40—
			Sn. ch. supr. (F) ...	550-20—	600	680-40—
				640-25—	730	840-60—

#### Note in explanation of abbreviations

Asst. supt. ...	Assistant superintendent	Asst. supr. ...	Assistant supervisor
Supt. ...	Superintendent	Supr. ...	Supervisor
Ch. supt. ...	Chief superintendent	Supr. H.G. ...	Supervisor higher grade
Asst. inspr. ...	Assistant inspector	Ch. supr. ...	Chief supervisor
Ch. inspr. ...	Chief inspector	Sn. ch. supr. ...	Senior chief supervisor

## ANNUAL LEAVE

## Note by the Civil Service Legal Society

1. The Society wishes to supplement its evidence on annual leave, in view of the Treasury's note on hours and leave in supplementary statement (2) of Appendix I to the Minutes of Evidence taken before the Royal Commission which had not been published when the Society gave its evidence on the 13th July, 1954.

2. As appears from paragraph 22 of the note, these proposals represent "a complete change of system", namely, the adoption of a formula whereby leave would be related to a combination of salary scales and length of service. In particular, the Society observes that, in paragraph 8 (e), the following leave allowances, *inter alia*, are proposed:—

<p>(ii) Staff on scales with maxima above clerical officer (at present £570) up to and including that of senior executive officer (at present £1,230).</p>	<p>18 days rising to 24 days after 10 years' total service.</p>
--	---

<p>(iii) Staff on scales with maxima above S.E.O. (at present £1,230) up to and including that of assistant secretary (at present £2,200).</p>	<p>24 days rising to 30 days after 10 years' total service."</p>
--	--

3. If these proposals were to be implemented by reference to present salary scales, the leave for the grade of legal assistant would fall to be determined under sub-paragraph (ii) set out above, as the present maximum of that grade is £1,225. There would thus be a differentiation between the leave entitlement of that grade and of those of the senior grades in the legal Civil Service.

4. Ever since lawyers became established civil servants in 1918, all grades have been entitled to the maximum leave allowance, i.e., 36 days, rising to 48 after ten years—at present restricted to 36 days.

5. The Society would deprecate the introduction of any differentiation. The grade of legal assistant is not in any sense a training grade and lawyers normally enter the Service at age 30, or thereabouts, after having gained qualifying experience in the practice of their profession. Moreover, any proposal which would make the conditions of service of the legal assistant grade less attractive would adversely affect recruitment to the legal Civil Service, which already is admittedly inadequate.

6. The Society realises that the present salary scales for all cadres of the Civil Service are under review by this Commission and, therefore, provide an unsatisfactory basis on which to criticise the merits of the Treasury proposals on a matter of detail. While anxious to avoid the appearance of anticipating the recommendations of the Commission, the Society hopes that, on the basis of future scales, the legal assistant grade will not be at any disadvantage in the matter of leave, whatever formula may be adopted.

7. In view of the foregoing considerations, the Society, in amplification of the statement in its main evidence that "the legal profession as a whole works on the principle of working very hard indeed as occasion requires and then recruiting physical strength and mental vigour in fairly substantial vacations", wishes to make the following further submissions to the Royal Commission:—

- (i) that 18 days annual leave would be wholly insufficient to maintain efficiency;
- (2) that the leave needs of the junior grade in the legal Civil Service are in the main no different from those of the senior grades.

## SUPERANNUATION

### Note by the Civil Service Legal Society

1. The Civil Service Legal Society has considered the memoranda of evidence submitted by H.M. Treasury on civil service superannuation and sees no reason to modify its views as set out in the evidence already submitted by the Society to the Commission.

2. The Society however wishes to draw attention to an apparent discrepancy between the evidence submitted by this Society and by the Treasury on the subject of "added years".

3. It was stated in paragraph 53 of the Society's written evidence that the provisions of Section 2 of the Superannuation Act, 1946 (which permits the crediting of "added years" to persons joining the Civil Service over the age of 35 where the Treasury so directs, every such direction being required to be laid before each House of Parliament) had not been applied "to any officers of the legal grades contemplated by the Barlow Committee".

4. Again the Society's witness, in answer to question 2429 in the Minutes of Evidence, 15th Day, stated with reference to Section 2 of the Act of 1946 that "it has never been applied to lawyers".

5. On the other hand, in paragraph 28 of Treasury memorandum IV, set out on page 803 of the Minutes of Evidence, 17th Day, immediately below a tabular summary of the cases in which the Section had been applied by 28th June, 1954, it is stated: "It will be seen that these are mainly, though not exclusively, high legal appointments, and to this extent it is probably true to say that the existing provision has adequately dealt with a particular aspect of the problem with which the Barlow Committee were concerned".

6. Again, in the oral evidence given on the memorandum (question 2655), the Treasury witness was asked "Do you consider that the provisions in the Act of 1946 fully cover the recommendations of the Barlow Committee?" and replied: "I would hesitate to say I was satisfied that we went quite as far as the Barlow Committee may have had in mind. But we do at any rate—although their application does not affect any very large number of people—meet a substantial part of what was, I think, in the Barlow Committee's mind. They were after all a Committee about legal staffs, and they felt that in relation to these staffs some provision of this kind was necessary".

7. In support of the submissions made by the Society, we wish to point out that the Barlow Committee stated, in paragraph 2 of their Report:—

"We have regarded the Scottish legal offices and the Office of the Parliamentary Counsel as being outside our terms of reference", and again "we have also excluded from our consideration the following legal offices, namely, those of . . . the Judge Advocate General".

8. It seems quite clear, therefore, that in making their recommendation as to "added years" in paragraphs 43 and 44 of their Report, they were not referring to the position of officers employed in the categories just mentioned. Nevertheless, nineteen of the twenty-three cases listed by the Treasury in paragraph 28 of their memorandum IV were officers employed in those categories, and the remaining four cases were non-legal. It is difficult, therefore, to appreciate how such a use of Section 2 of the Act of 1946 could be said to have "adequately dealt with a particular aspect of the problem with which the Barlow Committee were concerned", or to warrant the statement that the Treasury have by such use met a substantial part of what was thought to be in the Barlow Committee's mind.

9. The matter was correctly represented by the Treasury in paragraph 28 of their memorandum IV, where they stated: "On the other hand, it (Section 2 of the Act of 1946) has not been applied, and was not intended to be applicable, to entrants through open competitions to the normal entry grades of the legal Civil Service. . . ."

10. What the Treasury must have inadvertently overlooked is the fact that it was only in respect of lawyers so recruited to the Service that the Barlow Committee made their recommendation.

## MEMORANDA SUBMITTED BY STAFF ASSOCIATIONS

## Note by the Treasury

1. The Treasury would like to comment briefly on various memoranda submitted by the staff associations.

## I. NOTE BY THE SOCIETY OF CIVIL SERVANTS ON "PRINCIPLES FOR DETERMINING CIVIL SERVICE PAY"

*(Printed as statement (6) above)*

## PARAGRAPHS 1-5

2. These paragraphs, which ignore the possible use of O.M.A. standards, apparently contend that to make comparisons with the practice of outside employers ("whose prejudice towards the public servant may be considerable") is to rely entirely "upon the judgment of the outsider in whose hands the Treasury is prepared to place the determination of civil service pay. In other words, the responsibility is surrendered to someone else".

3. This is not accurate. The outside employer is not asked, as paragraph 5 implies, to give a judgment about civil service pay standards, but merely to give the facts about his own—surely a natural and relevant request. The Treasury do not place the determination of civil service pay in the hands of any "outsider", save to the extent that they invite the views of Royal Commissions and similar bodies, and comply with the awards of Arbitration Tribunals.

## PARAGRAPHS 6-10

4. This passage contrasts the Treasury's views and the Society's views on the making of outside comparisons. The difference is in essence this: the Treasury think it both right and possible to make a comparison between current duties and between current salaries: the Society considers this impossible, and prefers to look at the percentage changes in salaries over an unspecified period of years in the Civil Service and outside employment of a broadly comparable kind.

5. On the Treasury basis the information, if it can be obtained, points within fairly narrow limits to the right answer. On the Society's basis, it does not. For if the respective percentage changes since (say) 1939 are the same, it does not necessarily follow that present salaries are right—a relative change over so long a period may well be justified: and if they are not the same it does not necessarily follow that present salaries are wrong—they may have been wrong at the beginning of the period. Moreover, it is essential to know whether, on either side, the duties of the job in question have changed during the period covered. If, as the Society contends, it is difficult to be certain how the duties compare with one another today, it must be still more difficult to be certain how they used to compare ten or fifteen years ago. Yet, unless the work relativity between the civil service job and the outside jobs in question is known to have remained constant throughout the period covered, any argument derived from the respective trends in salaries during that period are worthless and are apt merely to confuse the process of fixing the fair current rate for the job.\*

6. The Treasury believe that reasonably close comparisons can be made for that purpose; that it is incumbent on the Treasury and the Society to co-operate in an endeavour to make them; and that neither party need be afraid of the results.

---

\* Thus, Table V of the Society's written evidence (8th Day, page 249) shows that in 1954 employer A paid £800 and employer F £900 for jobs said to be "broadly equivalent" to that of executive officer; but that in 1939 A paid more than twice as much as F (£706 against £345), the increases over the period being respectively 13.3 per cent. and 160.9 per cent. It is almost beyond belief that in both cases the 1939 job was the same as the 1954 job or that at both dates they bore the same work relativity either to each other or to the job of executive officer (£525 in 1939 and £830 in 1954).

7. Paragraph 9, referring to the coupling of the bank clerk with the executive officer, says that "it is not the Society's judgment, nor even the Treasury's judgment, but that of the banks, which appears to be used in a selective fashion to cast doubts upon the Society's evidence". Nowhere in the Treasury's evidence is there any warrant for this. The Treasury's memorandum mentioned the comparison between bank clerk and executive officer only because the Society themselves had done so, and said nothing about the judgment of the banks; the passage in question merely submitted that, unless it were known how the current duties of executive officers compared with those of bank clerks, no conclusion could be drawn about the appropriate salary relationship.

8. Later in paragraph 9, the Society say that "the Treasury only apply the 'salary currently paid for currently comparable duties' where the evidence can be presented in a manner which is to the disadvantage of the civil servant". Again, there is no warrant for this statement: the Treasury have made clear to the Royal Commission their view that this criterion should be of general application.

#### PARAGRAPHS 11-18

9. This passage contains many assertions about the respective duties of the executive class and the administrative class with which the Treasury do not agree. They do not wish to enlarge this note by controverting them in detail, but venture to submit that the evidence they have already given represented the agreed views of major employing Departments throughout the Service; that the Treasury have no interest but to present to the Royal Commission an informed and balanced view as to the comparison between those two classes; and that no unbiased person familiar with the duties and the responsibilities of the executive and administrative classes could possibly endorse the pay relationships proposed by the Society.

10. The Treasury would also draw attention to three points in the Society's argument:—

- (1) Treasury witnesses did not attempt, as suggested in paragraph 14, to water down the meaning of the phrase quoted from paragraph 268 of the Factual Memorandum. They merely sought to convey to the Commission the view held by the all the establishment officers who had been brought into consultation, that the phrase was perfectly fair and accurate but did not bear the weight which the Society attempted to put upon it.
- (2) As regards paragraph 15, not much can be argued from 1946 proposals which were not adopted. In any case they should be read as a whole, and since they contemplated a structure and a pay-relationship which the Society now wish to see altered, it is not easy to see why they should be thought to give more support to the Society's present views than to the Treasury's.
- (3) Paragraph 16 again surely draws rather a large conclusion in suggesting that the Treasury's decision to regrade one of their own principal posts as chief executive officer "confirms the view of the Society that the right relationship would be for the senior executive officer scale to span the lower half and the chief executive officer scale to span the top half of the principal scale". All it confirms is that the Treasury are still carrying out Treasury Circular 5/47.

#### PARAGRAPHS 19-22

11. The Treasury do not wish to add to the evidence they have already given about the shortening of the executive officers' scale. But they would remark that if paragraph 20 is intended to imply that in general clerical officers reach the common H.C.O./E.O. maximum later now than they used to before the post-war reorganisation, this is not in accordance with the facts.

## II. NOTE BY THE INSTITUTION OF PROFESSIONAL CIVIL SERVANTS ON THE DUTIES OF THE WORKS GROUP

*(Printed as statement (12) above)*

12. The employing Departments have been asked for their comments on this note, and have stated that in many cases the statistics included in it are either inaccurate or misleading. Two Departments are taken as examples:—

- (1) The Air Ministry in particular, who have already given evidence to the Royal Commission, wish to emphasise that they do not accept Appendix III as an accurate statement of fact. To take but one example, paragraphs 14–16 give a false impression of prospects for the qualified established man, because they ignore the high proportion of temporaries and of basic grade staff not fully qualified. Thus, 66 basic grade professionals have been in the grade for more than 10 years, but only 19 are established and only 10 have full professional qualifications. In contrast to the future “expectations” suggested by the I.P.C.S., it can be stated as a fact that of the professionals now in the main grade who were promoted from the basic grade, over half were actually so promoted after less than five years in the basic grade.
- (2) The Inland Revenue state that the statistics given in Appendix V are in general accurate, but that they give a wholly misleading picture. This is mainly because the valuation office only took over responsibility for rating work as recently as 1950, and have not yet completed the first revaluation. They have had to absorb large numbers of staff at all ages and levels from local authorities, and the complementing is not yet adjusted to the long term work load. In the years 1950–54 there were 203 promotions from the basic to the main grade. Of these promotees, the median length of service in the basic grade was actually as low as 2½ years. (It does not follow, of course, that it will always be as low: in 1954 alone it was just under 4½ years.)

13. The Treasury have not thought it necessary to submit to the Royal Commission a full and detailed answer to the note, because it does not seem to them to touch the main point—viz. that the Gardiner Committee, examining a structure in which the basic grade was (in many Departments and in all Departments taken together) the largest grade, said that that structure was appropriate, recommended that it should not be changed, and based its pay proposals accordingly; and that the Treasury and the employing Departments have complied with those recommendations.

14. The Treasury will, however, gladly submit to the Royal Commission any further detailed information which they may require.

## III. NOTE BY THE ASSOCIATION OF FIRST DIVISION CIVIL SERVANTS COMMENTING ON TREASURY MEMORANDA ON PRINCIPLES OF PAY AND OUTSIDE PAY COMPARISONS.

*(Printed as statement (5) above)*

15. The Treasury would like to offer a brief comment on section III of this note.

16. Paragraphs 11–15 deal with the evidence about outside pay comparisons presented by the Treasury to the Civil Service Arbitration Tribunal in 1953, when the F.D.A. took to arbitration a claim on behalf of administrative principals. The information collected by the Treasury had the limited purpose of showing what salary a first or second class honours graduate recruited by a large employer for non-specialist work might expect to receive in his thirties and very early forties—i.e. the age at which such a graduate recruited to the administrative class may expect to be a principal.\* The information was collected

---

\* A fully qualified assistant principal “may normally expect promotion to the rank of Principal within about seven years’ service”—Treasury Circular 19/46.

from a field which, though representative, was admittedly small, but when it was given to the F.D.A. in negotiation, they made no suggestions as to how the comparison could be improved. Even as it stood, the information clearly showed that the claim made by the Association was quite out of scale with the practice of outside employers.

17. Paragraph 13 and the Appendix to the Association's present note give an incomplete account of the evidence in question, and therefore do less than justice to the force with which it supported the Treasury's view of the case. It is perhaps not irrelevant to observe that the Association were then claiming a scale of £1,600—£2,200 for principals, relying on arguments similar to those which they have now put before the Royal Commission; and that the Tribunal, on a review of the arguments and evidence presented by the Treasury and the Association, rejected the Association's claim and awarded a scale closely in accordance with the Treasury's reasoning.

#### IV. NOTE BY THE POST OFFICE ENGINEERING UNION ON THE RELATIONSHIP BETWEEN MINIMUM AND ACTUAL WAGE RATES IN INDUSTRY

*(Printed as statement (8) above)*

18. This note is devoted to elaborating the familiar fact that in the industrial field there is a considerable difference between wage rates and wage earnings. It begins by quoting a passage from the Treasury memorandum printed with the Minutes of Evidence for the 21st Day. The passage in question was intended to demonstrate the difference between rates and earnings in the non-industrial field, and mentioned only incidentally that there is such a difference in the industrial field too. The Treasury would agree that this passing reference did not mention all the factors which make for this difference, nor did it define precisely the expressions "wage rates" and "wage earnings". The Union's note suggests that the effect of the passage was to understate the difference between rates and earnings. If that is true, it of course reinforces the point which the Treasury were making in the passage referred to.

---

(17)

#### **SUPERVISORY CLERICAL WORK IN THE GENERAL SERVICE EXECUTIVE CLASS**

**Note by the Treasury**

**(Question No. 3281)**

1. The Treasury promised to give the Commission a general impression of how much supervisory clerical work there is in the general service executive class.

2. Without very elaborate enquiry, it is not easy to give other than a very general impression of this, one difficulty being that the work of the Service has changed a great deal since the reorganisation following the change of policy in 1947, and the balance is probably not quite the same now as it was then. The launching of the Ministry of National Insurance, for example, was a major change: this is a very large clerical Department which was set up with no H.C.O. or higher clerical supervisory posts whereas had it been set up in, say, 1939, the structure would almost certainly have included H.C.O. etc. posts. Another change in the other direction has been the closing down of the Ministry of Food's local offices. But taking one thing with another the Treasury think that the relative proportions of supervisory clerical type work and executive type work have not changed much since 1947.

3. It is known that following the issue of T.C.5/47 at least 6,000 H.C.O. posts were converted into E.O. posts. There were already in the Service about 13,000 posts filled by E.Os. and their temporary equivalents. The transfer of the 6,000

H.C.O. posts to E.O. thus raised the total to 19,000, of which at all events 6,000, or 30-33 per cent. of the new total, were previously graded as supervisory clerical. (Some of these H.C.O. posts should probably have been E.O. before but equally some of the E.O. posts should probably have been H.C.O.)

4. There are no easily comparable figures at the H.E.O./staff officer or S.E.O./senior staff officer levels, but it can be assumed that the relative proportions of types of work were roughly the same as at the H.C.O./E.O. level, with probably a tendency for the proportion of supervisory clerical to be smaller.

5. It would not be far wrong therefore to conclude that the work of the general service executive class is supervisory clerical to the extent of about one third. The Treasury are fairly sure that it is not lower than one quarter and certainly not higher than one half.

---

## (18)

### DEPARTMENTAL ENTERTAINMENT FUNDS

#### Note by the Treasury

1. Entertainment funds for Civil Departments were first introduced after the last war. Before the war there were no allowances for entertainment in the majority of Government Departments and civil servants themselves were expected to meet any entertainment expenses incurred in the course of their duties. As the Civil Service entered more and more into the sphere of trade and industry and as net salaries came to have less and less "margin" in them, senior civil servants found it increasingly difficult to meet expenses of this kind.

2. In 1948, realising that a variety of conditions governed entertainment expenditure in Departments, the Treasury experimentally authorised for one year a limit within which each Department could incur expenditure on entertainment in the United Kingdom in the course of the financial year, the amount varying from Department to Department according to circumstances. The departmental fund was to be controlled by one senior officer of the Department, but he might, if convenient, give discretion to other senior officers (not normally below under secretary rank) to authorise expenditure from the fund not exceeding a certain limit. Prior authority for expenditure was always to be obtained. This system—which was approved by the Select Committee on Estimates which reviewed the position in its Ninth Report of the 1948-49 Session—is in use today.

3. The purposes of the entertainment to be met from departmental funds, and the type of occasion on which it is offered, are not closely defined. Nor is there a rigid limit on the amount which may be spent on such things as lunches or dinners: this is left to departmental discretion, although it would not be expected that reimbursement of petty sums, involving no question of hardship, should be authorised from the funds.

4. Broadly, however, entertainment can be divided into two—formal or public entertainment, and individual or casual hospitality. Special functions for trade representatives; parties given to United Kingdom conferences; the opening of a new post office—are illustrations of the former: the latter covers expenditure on other than formal or public functions—hospitality in connection with committees or conferences where, for example, it is desirable that discussions should be continued over the customary tea-time without adjournment and so tea is provided; informal entertainment of press and publicity contacts; and those cases (to be controlled with particular care) where entertainment of individuals by individuals is in the public interest.

5. The fund is a single entity applicable to each Department, and personal entertainment allowances are not assigned to individual officers. This does not,

of course, prevent an officer in charge of the fund from making a provisional allocation of a part of the fund to a particular branch, subject to specific authority for individual items of entertainment.

6. Departments keep careful records of the way in which the fund is spent and are required to satisfy themselves that the expenditure is not on such a scale as to provoke adverse comment—e.g. on the ground that civil servants are themselves benefiting too much from a fund which exists primarily for the purpose of extending hospitality to others. Overseas entertainment expenditure is dealt with separately.

7. The cost of formal entertainment afforded by H.M. Government to overseas visitors (when a Minister nearly always presides) is charged not to departmental entertainment funds but to the central government hospitality fund.

8. Some examples of the funds authorised for Departments for the financial year 1954-55 are given below:—

	£
Ministry of Civil Aviation ... ..	1,630
Civil Service Commission ... ..	75
Ministry of Housing and Local Government ... ..	400
Ministry of Labour and National Service ... ..	750
Post Office ... ..	3,800
Ministry of Supply ... ..	6,000
Board of Trade ... ..	1,000
H.M. Treasury ... ..	575

## (19)

### SUBSIDIES TO STAFF RESTAURANTS

#### Note by the Treasury

1. The general aim is that the staff should be able to get a good mid-day meal at a reasonable price, if possible on the premises.

2. Staff restaurants, in most cases run by committees of the staff, are provided "where warranted by numbers, demand, and the interests of efficiency". There are some 800 of them in the whole of the country, many of them quite small. (More than 500 serve fewer than 120 main meals daily.)

3. About 40 million main meals (chiefly lunches), and about 80 million light meals, are served annually. Where a restaurant is provided, the number of users each day is on the average about half the total staff in the neighbourhood (more in isolated districts, fewer in the centre of towns). Since 40 million main meals annually represent 160,000 meals on each full working day, this means that staff restaurant provision is made for about 320,000 civil servants, or about half the total non-industrial Service.

4. Assistance takes the form of free services, and, for the smaller restaurants, a small additional cash subsidy. The details are as follows:—

(a) *Free services in kind*—accommodation (including heating, lighting, water and normal cleaning), furniture, heavy equipment, initial supplies of light equipment for both kitchens and dining rooms, and (subject to a limit so as to prevent extravagance) fuel. In addition, normal replacements of light equipment for dining rooms can be obtained at a reduced price.

(b) *Free services of personnel.* Departments are authorised to allow civil servants who act as secretaries or treasurers of staff restaurant committees to attend to that work in official time, subject to an overall limit for each committee of four hours daily. In addition, the Treasury employ a small staff of experts to form a catering advisory service, whose assistance is made freely available to all staff restaurants.

(c) *Cash grants* to the smaller restaurants on the following scale, as from 1st April, 1955:—

Number of catering staff employed by the restaurant				Approximate number of main meals served daily	Annual cash subsidy
Not more than 1				25- 30	£ 25
1½ to 9½ ... ..				31-250	50
10 to 11½ ... ..				251-300	35
12 ... ..				301-350	10

5. The total cost of all this assistance is estimated to be rather over £1 million per annum, which represents a subsidy of about 6d. per main meal served. The average price charged for a main meal (meat and two vegetables and a sweet) was estimated a year ago at 1s. 11d., as compared with an average of 1s. 5½d. in a sample of subsidised staff restaurants run by private employers. But there is appreciable variation in average prices between one staff restaurant and another.

6. The principle followed in devising the ways in which assistance is given is that, by and large, staff restaurants should be left to bear, and therefore to charge for, only the cost of the food they buy and the labour they employ.

7. **MEAL VOUCHERS.** To encourage young people to form the habit of having a good mid-day meal, five meal vouchers a week to the value of 1s. 6d. each, which can be used only in staff restaurants where these exist, are issued free to staff under 16 and sold at 9d. each to those aged 16 and 17. The cost of this scheme to the Exchequer is about £150,000 a year.

(20)

## USE OF OFFICIAL CARS BY PERMANENT SECRETARIES

### Note by the Treasury

1. Official cars may be used only for journeys on official business.

2. Civil servants generally are expected to use public transport for official journeys unless this would result in a quite disproportionate loss of official time and they are expected *not* to use official cars between home and office or to and from meals, receptions and other similar functions.

3. Discretion is given to the permanent secretaries of major Departments to disregard the rules under paragraph 2 above when they are under severe pressure of work. Some permanent secretaries do not make any calls on the Government car service and it is exceptional for those who do to make any substantial use of this dispensation.

## SABBATICAL LEAVE

## Note by the Treasury

1. The following definition is given in Estacode Sc1—the term “sabbatical leave” connotes leave with pay, the period of absence reckoning for increment and pension.

“1. “Sabbatical leave—For selected civil servants holding, or likely to hold, positions of high responsibility, ‘Sabbatical leave’ (i.e. leave with pay) not normally exceeding one year may be granted by departments in consultation with the Treasury. The main purpose of sabbatical leave is to help a promising man to become, in the long run, a better civil servant than he would otherwise have been, by giving him an opportunity at a suitable stage in his career to broaden his experience. Two other objects may also be achieved: he may acquire new ideas and knowledge of direct benefit to the work of the department or the Service, and he may perform a useful ambassadorial function. ‘Sabbatical leave’ in this context includes sabbatical leave for advanced study, e.g. in a foreign country or at a university; attendance at the Imperial Defence College or the Administrative Staff College; secondment (primarily for training) to jobs abroad or to local authorities; and attachment to industry. (Secondment dictated by the immediate needs of the work and involving a full-time job would not normally rank as sabbatical leave, although some of the advantages of sabbatical leave may be achieved as a by-product. There will, of course, be borderline cases.) ‘Sabbatical leave’ is not wholly confined to administrative staff.”

2. The Annex shows the cases in which sabbatical leave has been granted in recent years for periods of three months or over.

3. The following are the schemes for the award of travelling fellowships which are advertised by the Treasury by means of letters to establishment officers:—

(a) For officers of assistant secretary or principal grade or corresponding standing in the professional, scientific and departmental classes:—

(i) Commonwealth Fund Home Civil Service Fellowships: for advanced study and travel in the U.S.A.—a maximum of five, of which two are generally reserved to the professional and scientific classes.

(ii) Nuffield Foundation Travelling Fellowships for home service civil servants: for study in overseas parts of the Commonwealth, or exceptionally, in countries outside the Commonwealth other than the U.S.A.—a maximum of three, of which one is usually reserved to the professional and scientific classes.

(b) For administrative and analogous grades (in competition with non-Service entrants):

(i) Gwilym Gibbon Research Fellowship: for the study of a problem of Government at Nuffield College, Oxford and travel within this country.

(ii) Simon Research Fellowships: one or more fellowships for advanced study or research in the social sciences at the University of Manchester and elsewhere (including study abroad).

(iii) Webb Research Fellowship: for study at the London School of Economics and elsewhere (including study abroad).

4. Sabbatical leave is granted also for attendance at:—

(i) Administrative Staff College: a three month course mainly for men from industry and commerce to which a group of civil servants from all the senior classes is regularly sent. At present about six civil servants attend each course.

- (ii) Joint Services Staff College—for administrators and scientists, but professional staff are eligible if they have appropriate experience. A six month course attended by four civil servants, mainly from the Service, supply and economic Departments.
- (iii) N.A.T.O. Defence College—a six month course, attended by one or two administrative class civil servants from Departments having some concern with N.A.T.O. matters.
- (iv) Imperial Defence College: a one year course to which senior administrative and scientific civil servants may be sent. The College gives preference to representatives of the Service and supply Departments and of the overseas Departments. About 8 or 9 vacancies are filled each year from the Civil Service.

5. The courses of study which are shown in section B of Annex A ("Fellowships, scholarships and other awards gained on the initiative of the individual") are those for which sabbatical leave has been justified by reason of the research or investigation proposed. They include Smith-Mundt awards for post graduate study in America (duration up to one academic year); Leverhulme Research Fellowships for work at recognised centres of research at home or abroad for periods of three months to two years; and Kellogg Foundation Scholarships for a year's work in the U.S.A. or Canada for graduates with a degree in agriculture or pure science.

6. Civil servants are eligible to compete with outside candidates for research fellowships tenable at certain Government research establishments and are also occasionally sent on "duty postings", or on secondment, particularly to a scientific institution, in circumstances which do not differ greatly from those of sabbatical leave. There is also a scheme for sending promising young officers in the assistant experimental officer and assistant (scientific) grades to take scientific degrees at universities (about three awards a year), and an arrangement with the Royal Military College of Science, Shrivenham, by which up to ten awards a year may be competed for (in competition with external candidates) by any civil servants with the appropriate educational attainment and of the right age. These two schemes aim to provide the Service in due course with additional scientific officers, not to provide sabbatical leave proper.

7. The grant of leave with pay for individual study outside the various fellowship and scholarship schemes would be considered if the applicant and his proposed study were considered suitable. This study may be of the nature of higher technical training for a scientist or other specialist officer, or it may be of a genuinely sabbatical nature. Applications of the latter type are, however, rarely received.

8. Arrangements are made for leave without pay where there is less departmental interest in the proposed subject of study.

## ANNEX

## SABBATICAL LEAVE 1947-1954

	1947	1948	1949	1950	1951	1952	1953	1954	Total
<b>A. Research fellowships advertised throughout the Service:—</b>									
Commonwealth ...	3	3	3	5	5	3	4	3	29
Nuffield ...	—	—	—	3	1	3	3	2	12
Gwilym Gibbon ...	—	—	—	1	1	1	—	1	4
Simon ...	—	—	—	—	1	—	—	1	2
Webb ...	—	—	—	—	—	—	—	1	1
<b>B. Fellowships, scholarships and other awards gained on the initiative of the individual.</b>									
	1	7	2	5	7	9	9	17	57
<b>C. Attendance at:—</b>									
Administrative Staff College.	—	9	14	17	18	18	16	16	108
Joint Services Staff College.	—	4	6	15	10	5	11	4	55
Imperial Defence College.	12	11	11	12	13	12	11	13	95
<b>TOTAL ...</b>	<b>16</b>	<b>34</b>	<b>36</b>	<b>58</b>	<b>56</b>	<b>51</b>	<b>54</b>	<b>58</b>	<b>363</b>

## PART II

(22)

### THE EFFECT OF CIVIL SERVICE WORKING HOURS ON LONDON TRANSPORT

#### Note by the Ministry of Transport and Civil Aviation

1. In considering the hours of work of civil servants, the Royal Commission may wish to be aware of the relationship of this question to the peak hour problem of London Transport.

2. In post-war years, despite the efforts that have been made from time to time to persuade businesses and offices to stagger their working hours, the problem of peak hour travel in the London area has been accentuated primarily by the increasing tendency to standardise working hours. A recent analysis shows that while the total number of passengers travelling daily to work in the London area between 7 and 10 in the morning and leaving between 4.30 and 7 in the evening has remained fairly stable since 1949, this movement has tended increasingly to be concentrated during a small fraction of each period.

3. In Whitehall itself, where Government offices predominate, recent investigations have shown that at 5 p.m. a small peak develops of some 1,500 people leaving work, at 5.30 it rises to over 4,000, falls away at 6 p.m. to some 2,500, and by 6.15 to only 1,000. This concentration manifests itself between 5.30 p.m. and 6 p.m. in long bus queues, which in some cases in Whitehall are over 70 strong when packed buses have to leave, and during this period produces sardine conditions on the surface and underground railways.

4. This is not only very expensive for public transport, but encourages many travellers to use private cars on their journeys to work, thus contributing still more to choking London traffic.

5. The recently published report of the Committee of Inquiry into London Transport (Chambers Committee) states:—

“The concentration of travel in two very short peak periods (towards central London in the morning and away from it in the evening) is more acute today than it was before the war. This concentration means not only great discomfort on the tubes and other railways of London Transport and longer waiting for buses, but adds very substantially to the cost of providing the transport service. This added cost is due to the need to employ staff in numbers sufficient to cope with these surges of traffic but in excess of the requirements for the greater part of the day. Extra capital has also to be invested in rolling stock (buses and tube trains) which is in excess of requirements except for one short period in the morning and another in the evening.

A great contribution to the reduction of travel costs and to the improvement of the services in London could be made if working hours were staggered so that a smaller staff and a smaller rolling stock could move all the passengers in greater comfort. A fresh and vigorous campaign for the staggering of working hours is needed but unless this is led by the Ministry of Transport and Civil Aviation with the full support of other Government Departments (as employers of large staffs in London), the nationalised undertakings, local authorities and representative bodies of employers and employees, it is likely to fail because the efforts of small groups in the past have been frustrated by the indifference of other employers including Government Departments. In such a campaign it should be made clear that if the great majority of the millions who work in the central London area continue to start work at the same time, 9 a.m., and finish at the same time, 5.30 p.m., then they must be prepared to pay, in the fares charged to them, for the luxury of maintaining an inflated transport organisation which must be under-employed for the rest of the day. We do not recommend legislation to make the staggering of working hours compulsory.”

6. A table at Appendix VII (B) of this Committee's report listing the hours of attendance at sixteen Government Departments occupying buildings in the central London area shows how, generally speaking, Government Departments, like most businesses, concentrate their hours of work so that a very large proportion of the staff leave in the most congested travelling period from 5 p.m. to 6 p.m.

7. In an effort to diminish the very great discomfort and inconvenience of these traffic peaks and to reduce the heavy cost to London Transport, the Transport Users' Consultative Committee for London, with the close co-operation of the London Transport Executive and the Ministry of Transport and Civil Aviation, is carrying out a campaign to stagger working hours by voluntary means. Clearly, no exhortation from the Government is likely to have much effect if the Civil Service fails to set an example. Proposals have now been put to Government Departments in Whitehall to secure a more even spread of the homeward movement between 4.30 and 6.30, and similar proposals will, in due course, be put to other Government Departments in other areas of central London. It is not yet apparent what improvements can be achieved by the limited action already taken.

---

## (23)

### CIVIL SERVICE PAY AND CONDITIONS OF SERVICE

#### Note by the British Employers' Confederation

#### I. INTRODUCTION

(1) In July, 1953, the Chancellor of the Exchequer announced the setting up of a Royal Commission on the Civil Service under the Chairmanship of Sir Raymond Priestley, M.C., with the following terms of reference:—

“To consider and make recommendations on certain questions concerning the conditions of service of civil servants within the ambit of the Civil Service Whitley Council, viz.:—

- (a) Whether any changes are desirable in the principles which should govern pay; or in the rates of pay at present in force for the main categories—bearing in mind in this connection the need for a suitable relationship between the pay of those categories;
- (b) Whether any changes are desirable in the hours of work, arrangements for overtime and remuneration for extra duty, and annual leave allowances;
- (c) Whether any changes are desirable within the framework of the existing superannuation scheme.”

(2) The Royal Commission invited the Confederation as the central employers' organisation dealing with general labour questions to submit its views on any matters covered by the Commission's terms of reference and particularly in connection with comparisons between civil service pay and conditions of service and those in outside employment.

In sending this invitation the Royal Commission particularly asked the Confederation for its views on the various issues which had been raised in evidence already submitted to the Commission.

(3) The Confederation has accordingly consulted the employers' organisations dealing with labour questions in the various industries, and which constitute its own membership, on the major issues which appear to be under consideration by the Commission.

The views expressed in the following paragraphs represent the consensus of opinion obtained in this way. It should be pointed out at the outset, however, that in the time available it has not been possible for either the Confederation or its members to embark on extensive enquiries, or on the collection and collation of statistics.

(4) The Confederation recalls that the last occasion on which a Royal Commission on the Civil Service was set up was in 1929, under the Chairmanship of Lord Tomlin, to enquire into a rather wider range of questions than those comprised in the terms of reference of the present Royal Commission, but including conditions of service, with particular reference to the general standard of remuneration, and the conditions of retirement from the Civil Service.

(5) It appears that the main issue before the present Royal Commission is concerned with the basis for fixing civil service remuneration and it will be convenient to deal with this issue first and to consider other conditions of service thereafter.

## II. REMUNERATION

### (a) THE "TOMLIN FORMULA"

(6) As a result of the Report of the Tomlin Commission in 1931, the principle has been established that the remuneration of civil servants should reflect the long term trend in wage levels and in the economic conditions of the country, and the Confederation's understanding is that the main considerations in the so-called "Tomlin formula" evolved from the Report are:—

- (a) that the basis of remuneration in the Civil Service should be such as is sufficient to recruit men appropriate to the particular duties and retain them in the Civil Service without losing their keenness or efficiency;
- (b) that a long view should be taken and Civil Service remuneration should reflect the long term trend both in wage levels and the economic condition of the country, it being undesirable that the conditions of service of civil servants should be related too closely to factors of a temporary or passing character;
- (c) that, whereas outside bodies usually relate the salaries of higher staff to the circumstances of the particular case, the Civil Service must, except in the lowest ranks, be a graded service with fixed scales of pay;
- (d) that, because of the greater security of tenure in comparison with outside employment and because of the relationship between the permanent heads of departments and Ministers of the Crown, the highest posts in the Civil Service cannot carry a rate of remuneration as high as that in posts of corresponding responsibility in outside employment.

The Tomlin Commission rejected as a principle for practical guidance the suggestion that the State should act as a "model" employer and also rejected the claim that civil servants, being a selected class, should be paid specially favourable rates.

(7) A great deal of the evidence already submitted to the Royal Commission turns on the two questions as to:—

- (a) the status and remuneration of civil servants of a particular class in relation to other classes of the Civil Service; and
- (b) the attempt to establish a relationship of status and remuneration between civil servants and those engaged in occupations outside the Civil Service, either by comparison of the work done or of the social status of the person concerned.

The Confederation feels that it is only in regard to the second of these questions that it will be able to offer any real assistance to the Royal Commission, but it will inevitably have to touch on the first in the course of its discussion of the second.

(8) In their evidence to the Royal Commission the Treasury representatives have expressed the view that some modification of the "Tomlin formula" may be required.

They pointed out that in recent years rates of pay outside the Civil Service have changed much more frequently than before the war and that, if comparisons with such rates are to be fairly applied, changes may be necessary in civil service rates of pay at frequent intervals rather than by reference to the "long term trend" recommended by the Tomlin Commission—as, in fact, has happened in the last few years. The view of the Treasury is that in the higher grades of

the Civil Service frequent changes of a relatively minor character would be repugnant to both the public and the senior officials themselves and it therefore considers that changes must continue to be made at longer intervals. For this reason it suggests that the pay of such officers cannot correspond very closely with that of comparable persons in outside employment.

(9) The present Commission has also been told that, since the Tomlin Commission reported, there has been a large increase in the size of the professional and technical staffs of the Civil Service, and also much greater activity by the National Whitley Council and the various staff associations.

As a result, the relationship between rates of pay in different branches of the Civil Service has assumed much greater prominence and comparisons within the Civil Service, as well as with outside employment, now have to be made. This is particularly so in the case of:—

- (a) Civil service grades for whose work there is no very close analogue in outside employment.
- (b) Civil service grades or classes whose work is of roughly similar status or whose members are required on recruitment to show roughly the same attainments.
- (c) Supervisory grades in which, even though broadly similar work may be found in outside employment, the difference between the grade structure in the Civil Service and in outside employment may result in important differences in the measure of responsibility involved.
- (d) Professional, scientific and technical classes whose pay, particularly in the upper ranges, must be fixed with due regard to the pay of administrative officers in the same Department.
- (e) Grades or classes whose pay is traditionally related to that of other grades or classes within the Service.

(10) The Treasury suggests that it is undesirable that there should be a multiplicity of differing salary rates for the numerous higher posts outside the administrative class and that such posts on roughly the same level of skill and responsibility should carry the same pay with no attempt being made to mark minor differences.

(11) The Treasury accordingly considers that the principles which should govern civil service remuneration should be:—

- (a) that there should be a comparison with remuneration in outside employment, proper account being taken of differences in conditions of service other than pay;
- (b) that, for any particular class or grade of civil servant, the comparison should be with the current rate paid by the generality of outside employers to staff engaged on comparable work;
- (c) that due regard should be paid to relationships between civil service salaries;
- (d) that as far as possible uniform rates for posts of roughly the same level of skill and responsibility should be applied to the higher grades remunerated at fixed rates.

Moreover, the Treasury believes that the present arrangements by which salaries outside London are fixed at lower rates than in London are sound.

#### (b) COMPARISON WITH OUTSIDE EMPLOYMENT

(12) The Confederation suggests that there are certain basic considerations which have to be borne in mind in attempting to make any comparison between remuneration in the Civil Service and in outside employment.

In the first place, in outside employment—even to some extent in the nationalised industries—there is a necessity for the employer to make his business pay and he is bound to exact corresponding standards of performance. Civil service standards, however, depend almost entirely on the moral force of the traditions of the Service.

The Confederation believes that it is possible, in the case of industrial civil servants—some of whom it believes fall outside the purview of the present Royal Commission—and the lower grades of clerical worker, to make wage comparisons with a fair degree of accuracy. Further, in regard to the grades and classes ultimately carrying higher degrees of responsibility, it believes that, insofar as an attempt is made to recruit persons for the Civil Service and for outside employment from a common source, such comparisons can be made in regard to the remuneration at recruitment and the short term prospects offered. A longer view is generally not possible because, unlike the Civil Service, outside employers rarely can give any precise indication as to what a young recruit's long term prospects really are, while it is understood that in the Civil Service it is customary to indicate a grade in each class which a recruit of average capacity can expect to attain.

The Confederation is convinced, moreover, that it becomes progressively more difficult to make any valid comparisons whatever as one proceeds upwards in the civil service hierarchy in which the working methods and nature of duties tend to diverge more and more from those found in outside employment.

(13) The problem is made more difficult by the fact that the practice in the Civil Service of establishing standardised scales with more or less automatic increments year by year is at variance with what is done in outside employment, certainly in the field of private enterprise.

It is appreciated that, on account of the size of the Civil Service alone, apart from the many other considerations involved, the difficulties of avoiding standardisation of salaries in this way may be almost insuperable. In view of what has been said to the Royal Commission by many senior civil servants and the staff associations, the Confederation must point out, however, that the mere existence of a standardised scale necessitates that, up to the moment of promotion to a higher grade, the remuneration of any civil servant of outstanding ability must suffer in relation to that of his less able colleagues. It may well be, in fact, that in any particular grade for which comparison with outside employment is possible, the less able civil servant will be remunerated more highly than in private employment, even though the outstanding civil servant is remunerated at a lower comparative level.

In this connection the Confederation would also point out that in the fighting Services it is possible, and in fact frequently happens in wartime, for the rank of an officer to change in a downward as well as an upward direction. This is linked to what is in effect a period of probation in each rank and certainly gives an added degree of flexibility. Used with discretion, it permits of a discrimination on an experimental basis in favour of the brilliant young officer which is not possible if advancement proceeds, as happens in the Civil Service, on a more or less automatic basis up to the top of a particular grade and frequently beyond that grade into the next one, with efficiency bars, even where they exist, rarely being enforced.

(14) In private employment, even where there is a degree of standardisation of salaries, this generally takes the form of establishing a rough range of salaries for a particular type of appointment and only rarely are annual increments fixed, and even in those cases they are often not automatic.

(15) In private employment an attempt is always made to relate the remuneration of the individual to his worth to his employer and accordingly, outside the field of manual employment, the collective negotiation of salaries with trade unions or staff associations is the exception rather than the rule.

As the Confederation understands the position, it is the practice in the Civil Service to undertake such negotiations for all grades of civil servants, except for a small number of persons occupying the very highest appointments in the Service.

(16) It appears to the Confederation that the fact that collective negotiation is practised makes difficult any systematic application of the proposed Treasury formula referred to in paragraph (11). If comparison is to be made with

remuneration in outside employment, adequate account being taken of differences in conditions of service other than pay, the only satisfactory way of doing this is by a careful job by job comparison between civil service posts and those in outside employment. Such a process can scarcely be undertaken through the machinery of collective bargaining and, so far as private employment is concerned, where such comparisons are effected between one company and another, what usually happens is that representatives of the management of the two companies discuss and examine the matter together on the spot.

(17) Running through some of the evidence submitted to the Commission is the idea that changes in civil service salaries should be related in some broad sort of way to such changes in outside employment. This idea was to some extent embodied in the "Tomlin formula" and, prior to the Report of the Tomlin Commission, civil service salaries had been adjusted in accordance with the cost of living index.

Among the suggestions submitted to the Royal Commission is one which refers to the possibility of establishing some sort of index (or indices) of salaries on the lines adumbrated by the Ministry of Labour and on which discussions have previously taken place between the Ministry and the Confederation. As the questions raised in those discussions have nothing whatever to do with the matters at present before the Royal Commission—and the Ministry's proposal was never put forward on the ground that it would be of assistance to the Treasury in dealing with the salaries of civil servants—the Confederation would not consider it proper to enter into a discussion of its reasons for taking the view which it did on that proposal. It would confine itself to saying that it fully agrees with the views expressed by the representatives of the Treasury and the Ministry of Labour that, even if such indices were calculated on a comprehensive basis, their use for fixing the salaries of persons in particular classes of employment would be completely inappropriate.

The Confederation cannot do better than quote from paragraph 25 of the Treasury's first memorandum of evidence to the Commission on this issue:—

"... even if an index of salary rates did exist, it could not appropriately be used for fixing the different salary rates of the hundreds of different grades in the Civil Service. This is partly because it would yield no information as to the rates of salary currently in payment for different types of employment, but only as to the average percentage change in salaries as a whole since some previous date or dates; and partly because it would not be sufficiently discriminatory. It would not distinguish between different types of salaried work or between different levels of salary. For instance, a percentage increase in average salaries over the whole of the salaried field might be the result of a substantial increase among lower-paid salary earners and a less increase, or no increase, among higher salaried earners; or of an increase for certain types of salaried work and a different increase, or no increase, for other types of salaried work. If all civil service salaries were altered by the same percentage as the salary index for the whole of outside employment, the result would be that some civil service grades would get a larger increase and some a smaller increase than analogous grades in outside employment. Existing in-Service relativities would be stereotyped, and before long the rates of salary for many civil service grades would diverge widely from the fair market rates for similar employment outside."

(18) The Confederation believes that the most helpful suggestion it can offer on this matter is that the Commission should abandon any idea of linking civil service salaries and movements in them directly to what happens in outside employment. This is not to say that regard should not be had to such salaries in outside employment and their movements. It is thought, however, that outside employers can offer far more assistance to the Treasury in dealing with the problems of the Civil Service on some such basis as is indicated above as representing what happens between one private employer and another. Of necessity this precludes the possibility of information obtained by discussion

between a responsible Treasury official and a private employer being made available to the staff association side. Such information must rather be regarded as providing the Treasury with an indication of how far and in what direction it should go in adjusting remuneration and other conditions of employment in the Civil Service to bring about the appropriate degree of conformity with what is happening in outside employment.

(19) In this connection it is, of course, essential to look at conditions of employment as a whole, paying full regard to differences which are in favour of the civil servant as well as to those which operate the other way.

Any such comparisons made by the Treasury should, moreover, be made with representative employers rather than with employers selected for their reputation as "good" employers. This is, of course, in conformity with what the Tomlin Commission said on this subject, as referred to in paragraph (6) above. Employers' organisations might be able to offer advice to the Treasury as to the selection of representative employers for this purpose.

(20) It has been contended before the Commission that under post-war conditions of full employment the civil servant has lost the advantage, due to his greater security of tenure, which he previously enjoyed in comparison with persons in outside employment.

Even today, however, few, if any, other forms of employment offer anything like the same security as is accorded to established civil servants.

The outcome is that the Civil Service tends to recruit a high proportion of persons for whom this security has special attractions. Many of those who compare civil service remuneration unfavourably with that in other less secure forms of employment, overlook the fact that inevitably in a free society the greater rewards go to those who take the greater risks.

Despite its natural desire that the highest practicable level of employment should be maintained, the Confederation cannot help but feel that to argue from the experience of the past 10 or 15 years as to what future conditions may be is taking too much for granted. Full employment during this period has, of course, been accompanied by a continuous inflationary rise in wage and price levels which is unprecedented in this country during the history of the Civil Service as we know it today.

It may be hoped that some of the problems due to this which face the Treasury, and also the present Royal Commission, will, if greater stability is restored, be far less insistent in the future. In that event, it is conceivable that in private employment the level of salaries might fall somewhat, but experience has shown that it is only in exceptional circumstances that a downward revision of civil service salaries would be undertaken.

(21) The Confederation cannot but express surprise at some of the comments offered by the representatives of staff associations in endeavouring to establish comparisons between civil service salaries and those in outside employment.

In particular, the statement made by a senior civil servant—and one holding a statistical appointment—that it is usual in comparatively small firms employing less than 500 persons to pay senior management officials salaries in the range of £5,000 to £15,000 is one which the Confederation has in its own enquiries been unable to confirm. It may well be that there are some companies undertaking large scale overseas operations and having relatively small office staffs in London where this is the case, but it is felt that to cite such cases in the context used is misleading.

The Confederation would not wish to enter into a discussion of how the salaries of members of the boards of nationalised industries should be related to those of senior civil servants, but it notes that the permanent secretary to the Ministry which is responsible for relations with three of the nationalised industries does not appear to subscribe to the views expressed by the Association of First Division Civil Servants.

Moreover, the Confederation feels that the level at which contacts are made between civil servants and persons in private employment is generally irrelevant

to the question of their relative salaries. In any case, it is clearly impossible for the contacts always to be made at the level of the permanent secretary or deputy secretary, even though often this would be more appropriate than for a senior managing director of a manufacturing firm to deal with an under secretary or an assistant secretary.

(22) With regard to the comparisons made by Professor Allen, the assumption seems to be made that the duties of civil servants of a particular grade carry the same degree of responsibility as before the war. It is difficult for anyone outside the Civil Service to make any certain comparisons between duties at the two dates. There is, however, some indication that during the period not only the numbers, but also the proportion of appointments in the middle ranks of the administrative class has increased and that this increase has been accompanied by an appreciable reduction in the age of promotion to those ranks. Doubtless this and the related question of the grading of posts are ones to which the Commission, with the wider facilities available to it, will wish to give consideration.

(23) In any large organisation there is some tendency to measure the importance of a job by the number of subordinates responsible to the holder of that job. This is especially the case when the quantity and value of the output of the job cannot readily be measured.

The dangers of this happening are probably greater in the Civil Service than in outside employment, if only because of the size of the Civil Service and the difficulties of grading posts satisfactorily—and of re-grading them when necessary—throughout such a large organisation within its rigid hierarchical framework.

It would, in fact, seem that most of the problems with which the Commission is confronted are either due to, or have been aggravated by, the vast growth of the Civil Service as compared with its pre-war size, and by its having imposed upon it duties of a character for which it was not originally designed.

(24) Finally, while the Confederation fully recognises the importance to the country generally of maintaining the contentment and efficiency of the Civil Service, it feels that arguments for the paying of very high salaries to civil servants occupying positions of the highest responsibility lose some of their force when regard is had to the net increment to their incomes, after the deduction of tax, which civil servants would enjoy by even large additions at the top of the scale.

It is noted, moreover, that the case for such increments is based by some senior civil servants on the need for civil servants to be able to entertain persons in outside employment with whom they come into contact and who are themselves in a position to offer hospitality without the cost falling on their own pockets. The Confederation believes that this is entirely the wrong way to approach the question of official entertainment. Although it recognises that in the public service there must be more careful accounting than is even required nowadays by the Inland Revenue authorities in regard to such entertaining by private persons, it feels that some system should be devised whereby vouched expenditure on this account could be regarded as a proper charge on public funds. It may well be that in each case authorisation from a senior officer would be necessary for this purpose.

(25) The Confederation feels, however, that the basis of computing the allowances paid to civil servants travelling away from their homes on official business needs to be reviewed. It understands that the theory is maintained that when a civil servant is away from home he is relieved of some part of his ordinary expenditure and his allowances are reduced by a fixed sum to take account of this. Of course, there should always be careful scrutiny of every expenditure of public money, but the Confederation believes—and this is confirmed by the experience of some of its own representatives in contact with civil servants abroad—that representatives of Her Majesty's Government on temporary missions abroad are, under the present system, forced into a position out of keeping not only with the dignity of their representative rôles, but what is more important with their greatest efficiency in those rôles.

(26) Much has been said in evidence before the Commission about the advantages which persons in private employment often secure by such devices as the provision of cheap or free meals, or the use of motor cars.

It is true that many employers provide meal vouchers and others operate canteens at which meals are sold at less than the ordinary commercial price, in some measure because premises are provided rent-free and equipment is supplied by the employer. Such canteen facilities for office workers are believed to be at least as common in large civil service establishments as in large private concerns. The Confederation does not know the extent of these practices but believes that they are more common in London than elsewhere. It is difficult, however, to evaluate the benefit in those cases where such facilities are provided, as the extent of the subsidy is believed to vary widely.

So far as the use of motor cars is concerned, though this and other similar practices are more common than they were before the war, many large employers as well as small ones still set themselves firmly against the provision of anything in the nature of perquisites, either by this means or by any others. The Inland Revenue authorities keep a vigilant eye on any widespread developments of this character, all of which incidentally can be considered as the by-products of high rates of taxation.

### III. OTHER CONDITIONS OF EMPLOYMENT

#### (a) HOURS OF WORK AND LEAVE

(27) In regard to hours of work and leave, the Confederation notes two main differences in civil service practice from that in outside employment.

On the one hand, while it is still customary in wide ranges of outside employment to regard Saturday morning as a working half-day, it is unusual generally to require the attendance of every member of the staff on each Saturday morning and, in the event of a Saturday morning being taken as leave, to count it as a full day against leave entitlement.

On the other hand, the general scales of leave entitlement—which at present provide for the equivalent of six weeks' leave right down to higher clerical officers and all executive class officers—are far in excess of what is customary in private employment, where it is rare for anyone, except the most senior officials, to receive an entitlement of more than three weeks' leave. Similarly it is only a small number of firms which make specific provision for sick leave. While sick leave is often given, in private employment employees are not led to expect an annual entitlement to sick leave.

(28) Although it is understood that the main industrial grades of civil servants—other than those in the Post Office—do not fall within the terms of reference of the Royal Commission, the Confederation recalls that in 1948 a sick pay scheme, the shortcomings of which have subsequently been generally recognised, was introduced for workers in Admiralty dockyards and ordnance factories. This scheme was completely out of line with anything practised widely in private employment. This example is mentioned because the Confederation feels strongly that the Civil Service should not in general take the lead in developments of this character.

#### (b) SUPERANNUATION

(29) The outstanding feature of the civil service superannuation arrangements is that the normal pension arrangements are on a non-contributory basis. While the Confederation has no sufficiently precise information on which to base a definite conclusion, it believes that it is usual in a wide range of private employment for superannuation arrangements to be on a contributory basis and, so far as salaried staff are concerned, for the contributions frequently to run at a level of 5 per cent. of salary or even more. Pensions, moreover, for manual workers, if they receive them, are generally on a far less generous scale than is provided for in the civil service scheme.

For non-manual workers, when account is taken of the lump sum payment made to retiring civil servants equivalent to three years' pension, the basis on which their pensions are granted is, quite apart from its non-contributory character, more generous than in many private schemes. In fact the Inland Revenue authorities' conditions for approval of schemes under Section 379 of the Income Tax Act, 1952, do not permit a private employer to provide pensions on an appreciably more generous basis. Moreover, the pensions obtainable by the most highly remunerated civil servants are already in excess of those which can be granted by a private pension fund approved under this Section, as the Inland Revenue authorities have fixed a limit of £2,000 per annum to such pensions.

#### IV. RECRUITMENT AND RETENTION OF STAFF

(30) The Confederation agrees with the Treasury representatives and those of the Civil Service Commission that the real test as to whether the remuneration and conditions of employment of civil servants are adequate is provided by the extent to which the Civil Service is able to recruit in sufficient numbers persons of the calibre and qualifications which it can properly expect and whether it is able to retain the services of these persons, generally speaking, through their working life.

(31) The Confederation has noted the varying views which have been expressed by different senior civil servants as to the number of persons of outstanding ability which require to be recruited to the administrative grade each year. It has noted, however, that the evidence of the Civil Service Commission appears to indicate that it is having little difficulty in securing the number of candidates it requires and in maintaining its standards, and that it accordingly concludes that the attractions, including those of a financial character, offered by the Civil Service as a career are generally adequate.

The Confederation would urge the Royal Commission to have fully in mind that the balance might easily be tipped against the private employer and that the needs not only of industry, but also of educational institutions, for many of the classes of person for whom demand at present seriously outruns supply are, from the standpoint of the national interest, at least as important as those of the public service itself.

(32) If any apprehension is felt in regard to recruitment for the higher posts in the Civil Service, the Confederation would suggest that, in the conditions of the modern world, there could with advantage be a greater interchange between the scientific and professional classes of the Civil Service and the administrative class, and that in future it may be expected that a greater proportion of the highest posts in the Civil Service will, as in industry, be filled by persons with scientific and professional attainments rather than with those traditionally associated with such posts.

(33) The Confederation notes that concern has been expressed in some quarters that the Civil Service is losing some of its more able men to the outside world.

As already indicated, the Confederation believes that the frustration frequently felt in middle life by some able civil servants is due to the fact that their prospects and their remuneration are tied by the necessity to have regard to scales which provide for fixed regular increments and which can scarcely discriminate according to merit, except when promotion opportunities to the highest posts occur. The Confederation believes that the losses which have occurred in recent years depend in some measure on the fact that some civil servants, under the conditions of a controlled economy, have acquired wide knowledge of the operations of industry and of the controls, of value to outside undertakings. Under conditions of increasing freedom, the market value of this knowledge will be progressively reduced. While the Confederation recognises that high issues of public policy are involved, it believes that there is little evidence for serious concern at the present time on this matter.

## V. CONCLUSIONS

(34) The Confederation's views on the principal issues arising under the terms of reference of the Royal Commission may be summarised as follows:—

- (a) The Confederation believes that the linking of civil service salaries and movements in them directly to those in outside employment is impracticable. It suggests instead that the Treasury should obtain information by discussion with representative outside employers, in a way similar to that by which private employers obtain information from each other when determining the salaries of their employees, and that it should use this information as an indication of how far and in what direction it should go in adjusting remuneration and other conditions of employment in the Civil Service to bring about the appropriate degree of conformity with what is happening in outside employment. [Paragraphs (16) and (19).]
  - (b) The Confederation's enquiries amongst its members have led it to the view that the practice of providing perquisites for employees is far less widespread and of far less financial significance than appears to be thought by the representatives of the civil service staff associations, and that many employers, in fact, set themselves firmly against the provision of such perquisites. [Paragraph (26).]
  - (c) The Confederation considers that the question of civil servants' offering hospitality in appropriate cases should be dealt with by some system whereby certified expenditure on this account could be charged to public funds. It considers that it would be wrong to deal with this question in the way suggested by some senior civil servants by increasing their salaries.
- The Confederation feels that the basis of the allowances paid to civil servants travelling away from home on official business should be reviewed. [Paragraphs (24) and (25).]
- (d) The Confederation's enquiries suggest that in the Civil Service the arrangements for superannuation and other conditions of employment are on the whole appreciably more generous than is generally the case in outside employment. [Paragraph (29).]

---

### (24)

#### THE RELATIONSHIP BETWEEN THE PROFESSIONAL AND ADMINISTRATIVE FUNCTIONS IN DEPARTMENTS THE WORK OF WHICH IS MAINLY EXECUTIVE

##### Note by the Engineers' Guild

Although considerable argument has been put before the Commission regarding the relative functions and remuneration of the administrative and professional classes, it appears that acceptance of the rigid division between these functions, traditional in the Civil Service, has been implicit in the evidence so far submitted. For example, while it has no doubt been argued that transfers from the professional classes to the administrative class are desirable, it has been accepted that officers so transferred would lose all professional functions.

The traditional civil service system was developed in Departments devoted to the general business of government. It has been extended, apparently without any serious assessment of its suitability, to new Departments such as the Ministries of Supply and Works, whose function is mainly executive. Close parallels to practically all the work undertaken by the Ministry of Works are found with consulting engineers, architects, contractors and the maintenance branches of large organisations. With such concerns outside the Service it is the almost invariable practice in the senior posts that administrative and technical responsibility are carried by the same person, who is usually professionally qualified.

The Guild believes that very strong evidence would be needed to justify a radically different system of administration inside the Service, for Departments the work of which is more akin to the work of such concerns than it is to that of Departments primarily concerned with public and parliamentary business of the traditional kind.

The Engineers' Guild drew attention to the necessity for a fresh approach to the organisation of Government Departments, designed to bring them into line with modern requirements, in the evidence it submitted to the Gardiner Committee in 1950. The attention of the Commission is particularly drawn to paragraphs 8, 9, 27 and 35 of the submission, which are set out as an Appendix to this note. The Gardiner Committee considered that, while a more general examination of departmental organisation might be desirable, such examination would be outside its terms of reference (paragraph 30 of the Committee's Report). It is suggested that the Royal Commission is a most suitable body for this purpose and that its work would be incomplete if this question were not considered. The Departments which might be examined in this respect are the Admiralty, Air Ministry, Ministry of Works, Ministry of Supply, Ministry of Transport and Civil Aviation, and Ministry of Fuel and Power.

As far as the Ministry of Works is concerned it has been said that the administrator is the leader of the executive team, but the Guild is confident that the Commission's investigations will have led it to reject this interpretation. It is understood that contacts between the administrative officers and the professional officers are scanty and that the formers' work is essentially confined to the securing of the necessary approvals for expenditure. Since a large part of the Ministry's work is carried out on an agency basis, financial responsibility lies with the client Department concerned and the administrator in the Ministry of Works becomes little more than a "post office".

The following figures giving the distribution of senior posts in the Ministry (those carrying salaries of £2,500 and over) illustrate the present position:—

Class	Total number in class	Number of senior posts
Administrative ... ..	84	10
Architects ... ..	215	3
Professional engineers ... ..	515	1

The number of engineers according to Civil Estimates Class VII 1954-55 is made up as follows:—

Mechanical and electrical	...	...	...	...	...	...	340
Civil							
Structural	...	...	...	...	...	...	71
Sanitary	...	...	...	...	...	...	42
Works	...	...	...	...	...	...	62
							—
							175
							—
							515

The Engineers' Guild believes that, in view of the facts set out above, the relative status attached to the administrator and to the professional officers is inappropriate, particularly in the case of the engineer.

## APPENDIX

EXTRACTS FROM THE SUBMISSION MADE BY THE ENGINEERS' GUILD TO THE GARDINER COMMITTEE  
IN AUGUST, 1950

8. During recent years the organisation and methods division of the Treasury has made notable improvements in the efficiency of some branches of the Service, but it has made little impact on the professional classes. This is probably because of its lack of professional background, and we therefore recommend that experienced professional engineers should be seconded to the Treasury to undertake a detailed study of the organisation of engineering divisions in the Service as a whole. It is quite apparent that this is not a matter which can be left to the establishment officers of individual Departments.

9. In order to make the best use of the factual material yielded by such a study, we recommend that the Treasury should ask the three Institutions (of Civil, of Mechanical and of Electrical Engineers) to nominate an External Advisory Panel, whose terms of reference should include the examination of this material and the preparation of advice for organisational improvements.

27. The highest post in the Scientific Service is that at present held by Sir Henry Tizard (now Sir Frederick Brundrett). He receives a salary of £4,500 as Chairman of the Defence Research Policy Committee, but in fact is regarded as the adviser to the Cabinet on all scientific questions. The need for advice at the highest level on engineering matters is not less, and is probably a great deal more serious than that for scientific advice. It has in fact often been stated that the primary need of this country is the application of existing scientific knowledge rather than the extension of research. It is therefore recommended that a Cabinet adviser on engineering be appointed with a similar status to that of Sir Henry Tizard.

35. In Departments which are mainly professional in function there would appear to be every advantage in the adoption of a structure similar to that of the Post Office. We recommend that the general direction of the Department should be carried out by a Board, which should include the chief engineer, and on which the permanent secretary would be only "*primus inter pares*". This would be the policy forming body. It would not discuss matters of detail which are particularly the province of the chief engineer or of the heads of other divisions.